

A Report on the Houston Independent School District by the Texas School Performance Review

The title of this report-- *Children First* --contains two direct and hopeful words that underscore each of the 228 recommendations in the pages that follow.

Children are the reason parents place their faith in the Houston Independent School District. They are why teachers teach. They are what drives superintendents to demand innovation, principals to inspire new approaches. They are the reason support service workers arrive early and stay late. Children are, at heart, why taxpayers pay school property taxes. First come the children; everything else comes second. That's why this report is called *Children First*.

When state lawmakers directed the Texas School Performance Review (TSPR) to undertake an unprecedented study of the district's operations, we knew it wouldn't be easy. In the past five years, we'd looked at 21 public school districts across the state--large and small, rich and poor, rural and urban. We'd proposed some 2,000 ways to save local taxpayers more than \$205 million, while improving services and keeping scarce education dollars in the classroom, where they belong. We'd even checked on the progress made by 17 of those districts where sufficient time had passed for them to act on our recommendations and for us to measure their success, and found that they'd already implemented 87 percent of our proposals and saved their taxpayers more than \$41 million. We'd been so effective that our work had spawned similar efforts nationwide.

But we had never tackled a district the size of HISD, the state's largest public school district *by far*. With an annual budget of more than \$1 billion, HISD costs more to operate than all but a handful of Texas cities. Its 22,000 employees represent a larger population than that of Alvin, or Lockhart, or Palestine. Twice as many people work for the district as for the next largest Houston-area employer--Continental Airlines. Other major corporations based in or around the city don't even come close, not even Exxon, Arco, Chevron, or Shell, all of which are outranked by the public schools whose payroll Houston taxpayers support. If HISD were a private employer, it would sit alongside Coca Cola, Dean Witter, and Office Depot near the top of the nation's *Fortune 500* companies.

In the face of such numbers, we knew HISD was where the *Texas School Performance Review's* expertise would be put to a test as difficult as the

final exams taken each year by students from one end of the district to the other.

Consider this: more than 205,000 students attend classes on 272 campuses spread across 312 square miles, an area almost half the size of Houston itself. They converge each day on 1,500 classrooms, where nearly 12,000 dedicated teachers and 1,900 teacher's aides, supported by administrators, custodians, clerical staff, and education professionals in every field refuse to believe that they're helpless against such odds.

To an outsider, it might seem a miracle that so much could be accomplished in a district of such size. But make no mistake--in the Houston Independent School District, thousands of little miracles occur every day.

Children come to classes from the Bayou City's wealthiest enclaves, from its working-class sections, and from its most impoverished neighborhoods. They come not just because state law or their parents require them to attend, but for a reason far more compelling than that. They come to *learn*.

Day after day, hour after hour, Houston's children arrive on campuses to find intellectual challenges, personal support and, sometimes, a little bit of inspiration. They come in the time-honored tradition that has drawn generations--the belief that a sound public education can ignite the spirit and lead to a productive, prosperous life.

Savannah smiles

Open the door to Room 14 at Louisa May Alcott Elementary School, for example, and you'll catch a glimpse of one of the best possible educational laboratories. Some 35 children in Mrs. Smith's fifth-grade class, neatly dressed in blue and white uniforms, greet visitors politely and recite poetry in unison. They eagerly demonstrate their classroom work stations, which are geared to teaching the names and locations of each state, as well as to adding, subtracting, and multiplying numbers--not to mention reading stories carefully aligned with the state's curricular expectations and the demands of the Texas Assessment of Academic Skills.

Stay a little longer, and you'll hear 11-year-old Savannah Daniel praise her teacher.

"She always wants you to *be* somebody," Savannah says.

A moment later, she pipes up again, suggesting that every child can learn anything there is to learn--anything.

"If you *believe*, you can do it," she says. "If you believe, you can *do* it."

Like Mrs. Smith, HISD's best teachers and their supporting cast instill and reinforce Savannah's kind of faith on a daily basis. During our stay, we met few district employees who didn't place the interests of Savannah and the other children of HISD above all else. The district's teachers especially know that Houston's students try hard and that their parents harbor a fervent desire to ensure a quality education for their kids.

There are exceptions, of course; children who've gone astray and parents who pay no attention, teachers who've lost touch with their original enthusiasm, and administrators who've mistakenly concluded that their true customer is HISD's bureaucracy, rather than its students.

But a high school English teacher expressed what seemed to be an opinion that resonates among the majority of her colleagues.

"These are good kids," she assured us. "These are good, *good* kids."

During our six months in HISD, we found few who disagree. Our surveys, our visits, our careful observations all persuaded us that no one blames the children for whatever problems exist in the district.

In fact, it was heartening to discover the depth and breadth of the district's commitment to the basic principle that public school teachers and administrators should serve their children. This commitment is palpable--not just on paper, but through measurable deeds. If nothing else, the best HISD schools put children first. And as long as teachers, administrators, support staff, and parents stay focused on those two words, the schools will continue to make a positive difference in the lives of the students who pass through its halls.

That's why this report goes beyond our usual school performance review. While we've once again emphasized taxpayers' savings and suggested specific strategies to help the district operate more effectively and efficiently, we've tried to do something else, too. We've guided ourselves by HISD's own ambitious goals, measuring each of our proposals by the standards district leaders have proclaimed as their priorities in such previous documents as *Declaration of Beliefs and Visions* and *Blueprint: Houston Schools of Excellence*. We've considered the potential for this vast enterprise to break new ground for large urban schools across the state and the nation in their common goal of educational excellence.

And we've done so with a shared belief that out of every little miracle, out of each child who sets foot in an HISD classroom when the morning bell rings, anything is possible. Anything is possible if we keep Savannah Daniel's young aspirations in mind. Anything is possible as long as we keep putting *children first*.

157 years of challenges

Throughout history, Houston schools have faced down challenges and worked hard to keep up with the changing needs of the people they serve. The city's first free school opened for classes in 1839 in a building on the present site of the *Houston Chronicle*. By 1877, there were at least 14 additional campuses. That year, the city assumed control of the schools, spending all of \$11,850 to operate them (an amount that would fund fewer than two-and-a-half students at the district's current annual operating budget of \$4,992 per pupil).

Not everyone was impressed, even back then. As the *Houston Telegraph*, an influential daily, editorialized on May 3, 1876, "[F]ree schools commenced all over the city yesterday. What a farce they are under the present law--or rather what a farce the law is. Teachers get 10 cents a day for each day that each pupil attends. When it rains, and only half the children attend school, the teacher has to work just as hard as usual on half rations of pay. And they won't last over two or three months at most."

In response, the 1923 Texas Legislature created the Houston Independent School District, a separate system under the aegis of an elected board of trustees. Through the end of that decade, voters approved three successive bond issues to renovate buildings or build new ones. Schools expanded at a rate that mirrored the city's own growth, and residents rushed to keep pace with their children's growing needs.

Today, as the nation's sixth-largest public school district, HISD faces challenges that couldn't have been imagined a century ago--although in at least one sense, those challenges may seem all too familiar. In 1881, for example, regulations warned that, "[P]upils are prohibited from carrying pistols, knives, black jacks or other deadly weapons to school. Anyone discovered is liable to expulsion." In 1996, HISD board policies state: "Students have the responsibility not to carry on their person or to have on school property or at school-sponsored events such items as drugs, weapons, alcohol, pagers or other contraband materials in violation of school policy or state law."

In countless other ways, the challenges are different. Nearly 60 percent of students in HISD schools today come from economically disadvantaged households. Growing numbers of six-year-olds arrive for first-grade classes lacking a basic vocabulary, unaware of the rudiments of group behavior, unfamiliar with books, often mesmerized by the lure of TV. Although the district's dropout rate in 1994-95 was down from the year before, it's still more than twice as high as the statewide average. Exactly 83,795 students districtwide were enrolled last year in grades 7 through 12 when classes began; by the time commencement exercises rolled around, 3,091 were not to be found.

Nor is HISD alone. Students in urban school districts nationwide must adjust to challenges that barely existed a mere two decades ago. Dropout rates in urban schools are 67 percent higher than in suburban or rural schools. Teacher shortages are nearly three times as severe. More than half of all urban school students come from single-parent homes. Big-city schools are now asked to feed the hungry, teach the ill-effects of drug and alcohol abuse, and address such modern-day realities as AIDS and homelessness.

"Urban schools are overwhelmed by nonacademic problems," one superintendent recently told Congress. "We in the schools become the receptacle and the recipient for the failures of every other single institution in America."

Few HISD teachers, administrators, support staff, or taxpayers could quibble with that. No longer are Houston schools part of an interlocking set of institutions and relationships in a stable community. No longer do they fit into a way of life in which all sidewalks are safe, all households have a parent waiting at home when school lets out, and all neighbors can be counted on to keep an eye on everyone else's kids. The predictability we once counted on as a society has given way to different kinds of family life, increasing mobility, and shifting personal mores.

While many of the challenges facing large urban school districts like HISD lie beyond the scope of this report, we disagree with those who argue that TSPR shouldn't "meddle" in Houston's educational affairs. Even though we didn't ask to conduct this performance review--we were directed to do so by state lawmakers under the leadership of Senator John Whitmire --we believe that all of us have not just the right but the *obligation* to "meddle" in our public schools, to turn ourselves into informed, demanding consumers of what is undeniably our most important product.

Texas School Performance Review

It was with that attitude that the *Texas School Performance Review* stepped into this new world. Created in 1991, TSPR accepts invitations from public school districts of any size in any part of the state. We settle in for months of detailed study, at no charge to district taxpayers. With the help of outside management experts, we consult a wide range of administrators, principals, teachers, parents, community groups, and business leaders. We solicit suggestions from front-line employees and the district's own students. We hold town meetings, public hearings, and focus group sessions. We encourage everyone to call our special toll-free hotline and tell us what they think.

In the case of HISD, we did all this and more. Hundreds of people attended at least one community meeting held in each of the area districts. Hundreds more attended 23 special sessions, including volunteer and youth groups, professional and business organizations, site-based decision-making committees, and leaders of minority communities. Others responded to public surveys published in Houston newspapers, and more than 4,100 participated in telephone surveys. Still others replied to 120,000 flyers sent home with students by calling their best ideas for saving money or improving services to the toll-free hotline or via e-mail to hisd.cpa@cpa.state.tx.us, the Comptroller's special on-line address.

As with all our reports, our best recommendations came from teachers, parents, students, and others who live or work in the district. Many of them had known for years what would help them improve their schools or receive better service, if only someone would ask. We asked.

It's important to note that we didn't conduct a financial audit in the traditional sense. This performance review wasn't intended to find fiscal shenanigans or other potential criminal activities, nor did we uncover any evidence of the kind. Instead, our mission was to try to identify ways that HISD can accomplish more with the same amount of money--or even less.

In the pages ahead, we recommend improvements in a dozen areas of operations, including district organization and management, community involvement, educational services delivery, facilities, personnel, food and transportation, information services, purchasing and warehousing, safety and security, asset and risk management, and financial affairs.

Many of our recommendations aren't simply cost-saving measures nor easily quantifiable in dollars. Indeed, some have no direct fiscal effect at all, while others actually entail increased spending to attract greater public or private funds.

We fully expect *Children First* to elicit a mixed response. After all, while some of our previous reports have prompted school leaders to signal their support early on and ultimately go above and beyond our proposals to make improvements in areas not even suggested, others have been about as welcome as fire ants at a picnic. Even the most well-intentioned professionals sometimes resent "outsiders" looking over their shoulders.

Yet, even in those districts where our work has received a lukewarm reception, officials have eventually come to recognize the value of our proposals and the results they could achieve by implementing them. Some have even learned that our reports can be a useful tool. A third party, it turns out, is often able to touch on certain "untouchable" topics--a foil against the inevitable backlash of unpopular, though necessary, changes.

But by acting on our proposals, all of the districts TSPR has previously reviewed have managed to cut their costs and improve their operations. We believe that if HISD officials give the suggestions in this report their most serious consideration, they can achieve even more dramatic savings for local taxpayers, streamline internal operations to make them more effective, and help secure continued public support for the district's schools for years to come.

Catalyst for change

There isn't space enough in this brief summary volume to discuss each of our 228 recommendations in detail. That's what we do in the accompanying volume, where interested readers will find a complete discussion of the background leading to every proposal and a careful strategy for implementing each of the changes we have in mind.

Here, we've settled for highlighting a few of the most important recommendations, underscoring others and taking an look at how the challenges HISD faces can be embraced and turned to the district's advantage--if, as we know to be the case, district leaders are committed to fundamental change. We believe this report can serve as a catalyst for that change and a blueprint for a new era of hope, opportunity, and achievement in Houston's public schools.

TSPR is more than a cookie-cutter operation. Rather than use a standardized recipe for our proposals, we try to approach each new district with creativity, innovation, and a thorough understanding of local expectations, as well as the unique challenges that, inevitably, are made clear during our work.

Finally, we hope *Children First* sparks similar efforts in other school districts to test and develop their own agendas for improving services and saving taxpayers money. HISD is so large, so diverse that it contains all the challenges faced by other school districts *only more so*--from the immigration issues associated with districts in South Texas to the need for water conservation more commonly considered a West Texas imperative. And we've identified many of HISD's exemplary practices and highlighted them in this report so that other districts can take a look and see if they might be adapted to their own needs.

At a time when all Texas schools face the critical challenge of how to pay for the education they deliver, we believe taxpayers deserve to know that their public schools are being held accountable for both the quality and the cost of that education. Only then will taxpayers in Houston and across the state be willing to invest the time, energy, and dollars necessary to put children first each day of each school year, now and in the years ahead.

I Am The Best Child I Can Be

I am the best child I can be
O, dear teacher, please help me to see
The best, the most, the greatness in me.

I want to be somebody special
I want to know my great potential
I want to do something beneficial.

I want to know my special skills,
I want to do things to fulfill
Myself, my being, my good will.

I want to make, produce, and give.
I want to feel, to love, to live.

I just hope the one that's teaching
Promotes my goodness with her speaking
Proudly teaching and outreaching.

I am the best child that I can be,
O, dear teacher, please help me to see
The best, the most, the greatness in me.

-- Bernice Branford

This poem was recited from memory by students in Mrs. Beverly Smith's fifth-grade class at Louisa Alcott Elementary to an unexpected visitor from the Texas School Performance Review team. Inspired by the poem, the class is composing its own poem. Mrs. Smith said she acquired the poem during her student teaching days.

Chapter 1: District Administration/Community Involvement

Streamlining Central Bureaucracy, Retooling Board Policies

Key recommendations:

- Eliminate 320 non-teaching positions
- Retool HISD Board policies to stop micro-management
- Stop paying teachers not to teach
- Reduce the size of the communications and public relations staff and shift their focus from image-building to providing clear and accurate public information

"They should stop worrying about who's running the district and start fixing it."

--HISD 8th grade student

How many HISD students spend their time thinking about how their school district is organized? How many wonder whether the central office staff is too big or the interest earnings from the district's financial investments too small? How many worry that millions in delinquent school taxes may go uncollected, that myriad minor decisions may occupy board members' time, or that a perceived lack of accountability among administrators has eroded community support for their schools?

How many students ponder these questions? More than you might think.

- "They should pay more attention to the students and how well they're doing on academics," one HISD student told the TSPR team.
- "Reduce administrative staff, middle management and the central bureaucracy," another suggested.
- "When HISD can learn how to weed out its bloated bureaucracy, they can begin to get some respect from the citizenry," yet another argued.

Countless others, from elementary students to high school seniors, had similar things to say. Their comments were echoed by parents, teachers, district employees, and taxpayers.

Every large bureaucracy can stand a little shaking up now and then. Even the most efficient school administration will begin to allow "title inflation," "position creep," or other mid- and high-level bloat if the people who foot the bills stop paying attention, or district leaders aren't listening to their customers.

HISD *is* a large bureaucracy. And the people who foot the bills--along with many of their children--*are* paying attention. District leaders should start listening.

Central Administration

Each public school district's objectives call for a different approach, and each district's optimum organizational scheme must be tailored specifically to its own needs. That's the essence of local control.

Decentralization, a hallmark of HISD's efforts over the past few years, should have resulted in less central administration. Yet, central administration's costs have grown more than 14 percent in the past year, up from \$104.4 million to \$119.3 million. That's an increase of \$14.9 million in one year--even as five new area district offices were added as part of the decentralization effort. Clearly, someone has forgotten to reduce the central bureaucracy.

Time after time, in a series of public surveys and community meetings, TSPR heard comments about the size of the district's central bureaucracy. These opinions, expressed by a wide range of teachers, district employees, and taxpayers, lead to an inescapable conclusion: when it comes to the size and cost of its central administration, HISD has more than just an image problem. It has too much bureaucracy.

As a direct result of early conversations with the TSPR team during the course of this review, HISD officials have begun to implement reorganization plans during the past month. We commend them for these efforts. As with our reviews of other public school districts, we'll be back in a few months to measure their performance and commitment to ongoing reforms.

Meanwhile, putting the district's central administration on a fat-free diet is likely to be a difficult, painstaking process. Entrenched mid-level bureaucrats can be remarkably resistant to change. Some standard bearers of the status quo have learned through the years to fend off efforts to improve efficiency. As in any bureaucracy, there are canny turf defenders

who have developed an uncanny knack for serving their own needs, rather than the needs of their customers.

But most HISD employees are talented, well-meaning people. If they are too often hamstrung by illogical procedures, pulled in unproductive directions by outmoded policies, or trapped in a system that inspires little innovation, that's no reason to reject the possibility of reform. The district's chain-of-command is the network through which its goals are communicated and achieved. Unnecessary layers of bureaucracy that limit the direct link of principals, teachers, and others to HISD's decision-makers must be removed.

As an impartial observer, TSPR has the autonomy to recommend tough decisions. That's why *Children First* presents a package of proposals to streamline the ranks of the district's central bureaucracy by 114 current positions, including 17 assistant superintendents. These proposals will flatten the district's management structure and reduce central office staff, saving \$1.3 million this year--and more than \$22 million over the next five years.

Micro-managing by the board

Another frequent complaint about HISD is that the nine-member Houston Board of Education pays too much attention to routine business and personnel matters, and not enough attention to setting the district's overall education policies and priorities.

An analysis of board meeting agendas during a recent nine-month period found that 81 percent of the items occupying board members' time had to do with awarding contracts for even minor campus construction or maintenance, land acquisition, purchasing, and personnel matters. Only about 15 percent of the board-meeting items during that time required members to deliberate on education policies.

An example: There have been more than 21,000 transfers of HISD funds from one account to another already this year--each of them, by state law, requiring the board's approval. If HISD, during the budget process, would guide itself by established historical patterns of where funding is needed as the school year progresses, the district could dramatically cut the number of fund transfers each year. Then, board members could focus on education policy.

Another example: state law calls for board approval of purchases greater than \$25,000. HISD policy, however, directs board members to approve all purchases over \$10,000. Last year, the board reviewed 889 formal bids for items costing more than \$10,000 but less than \$25,000. This unnecessary addition to the board's workload--these were decisions best

left to the district's management--cost taxpayers \$25,500. And it represented another diversion of board members' attention from the larger issues of educational excellence.

Yet another example of how board practices are often worse than board policies: board members involve themselves in an inordinate number of low-level personnel matters that should be handled by district managers. This practice not only violates the board's own policies, but it also wastes the time of district administrators, who must constantly respond and react to board members' requests for background materials. In addition, these meddling ways have left board members open to allegations of wielding undue influence over personnel and contracting matters.

Imagine a big business in which the board of directors hired and fired the company's employees, while the CEO was left to sit on the sidelines and watch. In HISD, the superintendent must be allowed to control hiring and firing, instead of the board, whose power and duties under state law are expressly limited to hiring the superintendent and issues of broad education policy.

Oversight is one thing. In a district the size of HISD, with more than \$1 billion of public funds at stake each year, strict attention to business and financial matters is critical. But micro-management is another thing altogether. The overall mission of the HISD board is to set policies that offer students in the district's classrooms a high-quality, low-cost education. Undue attention to the day-to-day decisions on individual campuses is an inefficient use of board members' time, a violation of their own policies, and a continuously disruptive influence on the professionals who are paid by taxpayers to perform those functions for the district.

Children First recommends a comprehensive review of existing policies and a structure of standing committees to provide the board an appropriate avenue for setting new policies--the express power and duty granted the board under the state's education code--while leaving district administrators free to carry out those policies on a daily basis.

Paying teachers not to teach

Remember how you felt when you first learned that the U.S. government was paying farmers *not* to farm? Well, HISD is paying teachers not to teach and workers not to work. The district is hiring employees for jobs that don't yet exist, and still rewarding a former area superintendent with full pay--more than \$80,000 a year--*six months after he was supposedly fired for poor performance.*

This practice of paying employees who don't have job assignments, or who are no longer doing the job they were hired to do, costs taxpayers \$1

million a year. Three district policies are the culprits: "temporary assignment," "awaiting assignment," and the School of Abatement.

"Temporary assignment" is used for those who are awaiting hearings on disciplinary charges or other matters. At last count, there were 10 employees in this category. "Awaiting assignment" is used for teachers and others who are hired but for whom no budgeted job exists. At last count, there were 28 employees in this category, down from 42 a year ago. However, district policies of hiring teachers and placing them in classrooms *prior* to final enrollment counts causes the number of people awaiting assignment to fluctuate in cycles. The current number is the low point of the cycle and will almost certainly rise by January.

One teacher in the awaiting assignment category told TSPR he hadn't taught since the beginning of the month and had spent each day "reading newspapers in the lounge."

Finally, there's the famous School of Abatement. This device, used at the discretion of board members, allows certain employees to stay on the payroll for a variety of reasons even though they are no longer doing the job. Two non-working employees are currently assigned to the school, down from nine three years ago.

Children First strongly urges HISD to stop paying people who don't have jobs and, in some cases, don't even bother to show up. District policies that contribute to these situation should be thoroughly reviewed, including paying accrued sick leave upon termination, and allowing administrators fired under the performance contract system to collect up to a year's salary *and* extra bonus money on their way out the door.

The extended process for terminating employees should be retooled. HISD should have the ability, under clear policies, to fire incompetent or poorly performing employees.

The process by which enrollment is projected and teachers are hired at the beginning of each school year should also be modified to cut down on the number of district employees "awaiting assignment." The potential savings? \$1.3 million a year.

Unequal resources?

Yet another comment heard often by TSPR was that resources aren't distributed fairly or equitably to all 12 of HISD's area districts.

HISD's 12 regions (11 geographic areas, plus one for alternative schools) are responsible for ensuring that each school operates at the highest level, providing appropriate and effective schooling to its children. This system,

devised in 1990 by the board and the Houston Business Advisory Council, was designed to bring about decentralization of management units based on vertical teams of schools under 11 area district offices, with alternative schools grouped under the 12th.

As noted above, this decentralization effort should have resulted in a corresponding reduction in the central bureaucracy--and hasn't. A number of other key components of this reorganization have yet to be implemented, however, and some functions remain in HISD's central administration.

On paper, each area district office serves a specific geographic area and is led by a superintendent with an average staff size of 30. With average annual budgets of nearly \$1.8 million to serve more than 18,000 students, the new system at first seems to be a vast improvement over the top-heavy, centralized management of old.

But averages for the 12 areas don't tell the full story. In fact, financial resources for area-level administration vary among the districts from \$85 per pupil to \$167 per pupil. In the Southwest area, HISD spends \$2.3 million on 30,000 students in 29 schools. In the Central area, HISD spends just under \$1.5 million on 12,000 students at 14 campuses. While higher rents in one area over another must be taken into consideration, a more important factor is the staffing ratio per student and how it varies from one side of town to the other. The ratio of district staff to students is as low as one for every 399 and as high as one for every 752. Support staff per teacher in one district is one for every 22, while the ratio in another district is one for every 45.

Children First recommends that the current system for determining staffing levels and how financial resources are allocated to HISD's area districts be redesigned. Resources may inevitably vary from one district to another to more closely correspond to the unique needs of each. But the standards should be equitable and based on actual spending levels, not just on previous budget requests. And they should reflect recent changes in federal and state regulations.

Legal costs

HISD's outside legal costs have soared by 320 percent in the past two years as compared to the previous eight years. In a single decade, taxpayers have shelled out more than \$6.7 million to private law firms, while HISD has proclaimed itself proud to be keeping expenses down by employing only four in-house attorneys, fewer than in most other major urban school districts across the country.

The problem is that much of the district's legal business involves routine filings and court appearances that staff attorneys are perfectly able to handle without the need to pay outside counsel fees. There is also a potential contradiction underlying any outside firm's interest in drawing out litigation and in-house counsel's interest in ending it as soon as possible.

What's more, the current organization of HISD's legal services makes accountability difficult in other ways. The district's in-house counsel distributes litigation files to Houston-area law firms, apparently at will. The board recently reviewed this method for assigning outside counsel and found no formal policy to guide these decisions.

Children First recommends that HISD reduce its dependence on outside counsel by hiring additional in-house attorneys to handle routine litigation. The district should also develop bid specifications for contracting, when absolutely necessary, with private law firms. Even with the increased district expense for staff lawyers, taxpayer savings would total more than \$276,000 this year alone--and reach nearly \$1.4 million by the end of the 2000-2001 school year.

Community Involvement

Community support of public schools is critical. But it can only be assured when a district responds to local needs and keeps students, parents, taxpayers, businesses, local governments, and community-interest groups fully informed of the most important issues facing their schools.

Despite the size and cost of HISD's Community and Public Relations Department, communication has often been ineffective, relations with the public poor. The department has a staff of 119 and a budget this year approaching \$5.8 million. It hasn't all been wasted; they've developed a number of innovative programs to solicit community support and build relations with the people who pay that budget. But when it comes to meeting one of their own principle goals--promoting a positive image of the district--HISD's communications and public relations staff has been somewhat less successful.

The most dramatic recent evidence of this failure was the defeat of the May 1996 bond election for proposed construction and renovation of school facilities. A TSPR survey showed that more than 60 percent of Houston residents knew only "a little" about district programs and services, while another 22 percent professed to know "nothing" at all. Yet, as noted in the third chapter of this volume, when a roof collapsed at an elementary school three months later, HISD's communications department

provided prompt and accurate information in response. A plan was quickly developed to evaluate remaining schools with dire structural problems, and private architectural and engineering groups rushed forth to volunteer their services.

Streamline public relations operations

Children First recommends that HISD modify its communications and public relations operations as a first step toward encouraging an open exchange of information and ideas with parents and taxpayers. This first step is essential to begin re-establishing trust within the community. Included in this reorganization should be a name change to emphasize the department's shift from image-building to a more substantial give-and-take with the people of Houston.

Our proposal entails more than just a name change, though. The Media Relations Director, who shares many of the roles and responsibilities also assigned to the assistant superintendent in charge of Media Relations, should assume them all, eliminating the need for the assistant superintendent position--and saving taxpayers more than \$385,000 over the next five years. Moreover, two Media Relations Coordinator positions in the department should be cut, saving taxpayers an additional \$391,000 over the same period. Another five-year savings of nearly \$1 million can be achieved by merging the responsibilities of the assistant superintendent of Community Development Initiatives with the Community Affairs Director, eliminating the assistant superintendent of Community Initiatives and two clerical jobs; transferring the field coordinator for Business and School Partnerships to the Volunteers in Public Schools program; and merging the current Media Production and Instructional Media Services units, with one less producer.

There's more. A position for a graphic artist is currently vacant. Doing away with it would save taxpayers \$36,488 a year in salary and benefits, or more than \$182,000 over the next five years. Cutting a \$35,770 per year records analyst position no longer needed in the reorganized department will save another \$179,000 through the year 2001.

How big is HISD's communications and public relations staff? More than twice the size of the staff in Los Angeles, a district three times larger than HISD. Philadelphia, a district of comparable size, gets by with one-quarter of the communications and public relations staff.

Children First encourages the district to retool its communications and public relations operations, shifting the focus from image building to public information. Savings will total nearly \$2.1 million over the next five years. And taxpayers will be both better served and better informed.

Parental involvement agreements

HISD's *Success For All* retention reduction program, its dropout prevention efforts, and its Volunteers in Public Schools (VIPS) have brought about increased parental involvement. That's to be commended. Nevertheless, district teachers told TSPR that more can be done.

Indeed, when asked to grade parents' efforts to assist in their children's schools, HISD teachers awarded one-quarter of their students' parents a D. Another 12 percent received an F. Fewer than one-third received a passing C grade. While another 20 percent rated a B, only 11 percent were given the highest mark.

There are as many reasons as there are families for parents' reluctance to participate in their children's lives in public school. Many are busy, and others are uncomfortable visiting campus because they feel inadequate in face-to-face meetings with the kids' teachers or simply don't know how to go about participating in school life. Most of us know how it feels when we find ourselves unable to help our children with homework assignments.

However, the evidence is indisputable that when parents get involved in their children's schools, the kids' interest and chances for success increase. That's why public school districts across the nation are experimenting with new ways to integrate parents into their children's lives at school.

In San Diego, California, volunteers go door-to-door to urge parents to attend six 90-minute workshops to help underachieving children reverse their efforts. Another program guarantees that students will read one level above their current grade if their parents agree to monitor and review their homework and attend regular parent-teacher conferences. Other districts have asked parents on the first day of each academic year to commit to helping their children in specific ways. In return, the schools guarantee that the children will meet measurable benchmarks in the basics of reading, writing, and arithmetic.

HISD has its own version of parental involvement agreements under the federal Title 1 program. These are designed to help disadvantaged children succeed in regular classes and attain grade-level efficiency. However, the vast majority of campuses participating in this program are elementary schools.

Children First recommends that the district implement a pilot project to increase parental involvement at schools where such involvement has been lagging, particularly middle schools and high schools. Based on the results

of this pilot project, HISD should then expand the parental agreement program districtwide.

In addition, HISD's VIPS coordinator should be responsible for coordinating all parental-involvement efforts within the district. This includes providing technical assistance and serving as a resource for area districts, with special emphasis on middle schools and high schools where parental involvement is lower and where students typically begin to lose interest.

Business partnerships

The HISD Partnership Advisory Committee, established in 1992, is a great idea. Made up of representatives from businesses and economic development groups, civic clubs, community organizations, non-profits, and local colleges and universities, the committee advocates partnerships with individual schools to provide them with expertise and special assistance.

The number of partnerships for each location in HISD varies widely, though. At George Sanchez Alternative School, for example, a single nearby business provides support and financial help. At Milby High School, by contrast, 18 business partnerships work together to try to address the needs of the school.

Children First recommends that HISD develop a strategy to identify innovative methods of recruiting businesses to form partnerships with schools that currently have few or none. The district's community partnership coordinators should work with the committee to contact potential partners, including religious organizations and social service agencies. In addition, the district's reorganized communications department should seek additional cooperative agreements between the municipal government and HISD, with shared funding, to implement programs that benefit both. These should include the joint use of libraries, playgrounds, and other facilities to save taxpayers money and turn individual campuses into neighborhood centers, thereby involving the community at large with the district.

Other savings at the administration level

There are many other strategies in *Children First* that will help the district hold the line on the costs of its central bureaucracy without cutting vital services.

- A package of proposals related to personnel matters will make it easier for HISD to fire unqualified employees and strengthen the current performance contracting system. These proposals also call for a uniform grievance review procedure and increased training

opportunities for teachers.

-- The savings? More than \$5.1 million over the next five years.

- Another series of recommendations will help ensure the timely and efficient collection of delinquent taxes, increased competition for the health insurance coverage, and consolidation of the district's operating accounts.

-- The savings? Nearly \$21.2 million over the next five years.

- Streamlining the purchasing process and warehousing operations to improve efficiency will save taxpayers an additional \$2.5 million through the year 2001.

These recommendations will help HISD reach its full potential as an efficient provider and effective facilitator of the support that classroom teachers need to keep putting *children first*.

Commendations

HISD's Community Development Initiatives unit is commended for soliciting curriculum-based and business partnerships resulting in \$8 million in scholarships and technological program awards for the district.

Our report's list of partnerships between HISD and the private sector runs three pages long, from the Amoco Science Enrichment Program through the Texaco Foundation's donation of funds toward a principals' training academy. The breadth serves as an example for any school district.

The Media Resource Center and Film/Video Library within the Instructional Media Services unit are commended for conducting frequent and comprehensive teacher and parent workshops and for providing a wide selection of instructional videos used by teachers.

During 1995-96, the Media Center offered 62 teacher workshops, 85 parent workshops, and 28 workshops for instructional aides, tutors and student teachers from the University of Houston and Texas Southern University. All told, the center reported 53,000 visits from teachers in the year.

HISD aggressively seeks to fill vacancies for bilingual teachers.

The district annually fills 93 percent of its openings for bilingual teachers. Special efforts include \$3,000 annual stipends for teachers serving bilingual classes; annual recruiting trips to Puerto Rico and the Lower Rio Grande Valley; and a Houston-grown Alternative Certification Program

and Teacher Aide Early Entry Program designed to groom bilingual teachers.

HISD is commended for paying teacher salaries competitive with pay offered by other Texas school districts.

HISD consistently maintains salary levels equivalent to the pay offered by the state's other large school districts, including Dallas, San Antonio, Fort Worth, El Paso and Austin. In 1995-96, the district offered the highest minimum salaries to teachers with a bachelor of arts or doctorate degrees.

The district is commended for implementing a wellness program to assist and encourage employees to pursue healthy activities.

During our visits, we learned the district is developing a wellness program with employee activities to include aerobics, walking and diet assistance. The district plans to organize employee fitness activities districtwide.

The Technology Department, with primary support from Network Operations, has successfully implemented a Wide Area Network (WAN) that reaches every school and administrative office in the district.

Since the WAN installation, district administrators have been able to use all the network tools, including E-mail, TENET and Internet access, common office automation tools, calendar and folder sharing and access to student information. Training also has been available.

The Grant Development Department is commended for reaping significant grant money for the district.

As a fund-raising arm of the district, the department helped draw \$72 million in grants during 1994-95. The largest single grant amounted to \$668,918 for the Bright Lights program at Blackshear Elementary.

The Purchasing Department is commended for participating in the Texas Department of Information Resources purchasing cooperative.

By purchasing more than 90 percent of its computer equipment through the Texas Department of Information Resources, the department has saved more than \$2.2 million.

Chapter 2: Transportation/Food Service/Safety and Security

Student Services Still Have Room For Improvement

Key recommendations:

- Staggered bell times
- Put some students on METRO
- Either reorganize food service--or privatize it
- Develop long-range safety plan
- Fully fund crossing guard program

"It's safe when we're in school, but not out of school."

-- HISD 8th grade student

Teaching good citizenship and the three R's used to be a full public school agenda. Today, as HISD prepares to turn the corner of one century into another, the issues of what services the district chooses--or can afford--to offer students occupy more and more of school leaders' time.

Are the buses safe and running on time? Is the food served in school cafeterias fresh and nutritious? Do students feel safe in the halls?

The answers to these questions have little directly to do with the classroom, but they have become an ever-larger part of HISD's overall budget and demand an increasing amount of the district administration's time.

HISD's record on transportation, food services and safety is mixed. While TSPR found that the district's performance in transportation and safety is generally worthy of praise, major improvements are needed in food services.

Transporting HISD's most important customers

HISD has one of the most effective transportation services of any large urban school district in the nation. According to *School Bus Fleet*, a monthly industry publication whose appeal is admittedly narrower than,

say, *Seventeen Magazine* or *People*, HISD ranks 12th among the largest school transportation programs in number of buses, 22nd in student riders per day, and 17th in overall productivity. Its safety record is equal to or better than bus services in comparable districts around the country.

The district's transportation staff works diligently to provide students and principals the best customer service. Within 24 hours of receiving a request for transportation for new students or those who have moved to new addresses, routes are identified and schedules adjusted to get kids to class on time. Drivers, mechanics, supervisors, managers, and administrators work hard to meet one primary mission: transporting students safely over more than 13 million service miles a year.

Although its costs per mile are the highest of Texas' five largest school districts (San Antonio, Dallas, Fort Worth, and Austin), as well as higher than the state average, HISD does a commendable job of getting 44,000 regular and special education students, more than 20 percent of the total district enrollment, from their homes to school and back each day. When it comes to transportation, taxpayers generally get what they pay for.

Still, the TSPR team found room for improvement. Since 1990, operational costs for the district's bus system have risen by 52 percent, while transportation mileage has gone up only 16 percent. More than two-thirds of this increase is due to personnel expenses. Purchases and contracted services more than doubled during the same period, but still represent less than 10 percent of today's total costs.

HISD's transportation terminals and maintenance facilities are inadequate. New buses have been bought during each of the past three years, but the overall age of the district's regular transportation fleet remains older than the standards recommended by the Texas Education Agency. The number of drivers is also insufficient to fill all route assignments.

Many of these issues were addressed in a 1995 Peer Examination, Evaluation and Redesign (PEER) report performed for the district by the Texas Association of School Business Officials. The district responded by studying each recommendation and implementing some, including increased driver training, better communications, and an improved fuel distribution system. But proposals for additional staff, more funds, and a reorganization of the transportation department were deferred.

Children First recommends that the district revisit the PEER report and take prompt action on that report's proposals for additional staff and funds, as well as a reorganization of the transportation department to make it more efficient.

On the issue of adding staff, TSPR found that dozens of bus routes are left open each day as a result of driver vacancies. When these routes remain unfilled, the district's motor pool supervisor must assign two routes to a single driver, assuring that the driver will operate behind schedule and the students will be late to school. This year, for the first time in recent memory, the district had enough drivers to fill all routes when classes began. With an annual turnover rate among drivers of 14.5 percent, the situation didn't hold long. HISD should hire 47 additional bus drivers and a pool of substitute drivers to cover daily absences instead of contracting for these services.

In addition, the district should immediately discontinue its practice of allowing drivers to routinely take their buses home at midday. This practice, instituted three years ago for the benefit of part-time drivers who thought they might save time by going home for lunch rather than back to their assigned terminal, was questionable from the start. It risks the safe storage of the district's fleet, exposes HISD to additional liability, and increases the number of miles driven while no students are on board. Moreover, the transportation department lacks a clear policy to address who may drive buses home and when.

Staggered bells

Under site-based management, principals set their own bell times for the beginning and end of classes each day. In some cases, however, bus routes serving two different schools cause drivers to arrive at the first school in time to unload students for breakfast, but then wait for up to 30 minutes, with the remaining students on board, to avoid arriving at the second school before doors open for the school day.

Involving the district's transportation department in these decisions could improve bus route and scheduling efficiency. Coordination of bell times would allow more schools to be combined on bus routes.

In 1995, HISD's transportation department ran a computer simulation of staggered bell times on bus routes serving a limited number of elementary and secondary schools. The department determined that the total number of routes to the selected schools could be reduced from 93 to 66, or by 29 percent.

Children First recommends that HISD establish staggered bell times for all schools, working with individual principals to develop well-planned routing strategies, and with adequate notice to parents to allow them to make appropriate family plans. This will allow each bus to run more routes. Principals should also work with the transportation department to permit some buses to drop off students earlier. Although this proposal would require campuses to make sure students were supervised before

class time, even a 10 percent districtwide reduction in the number of regular bus routes would save taxpayers at least \$8 million over the next five years. That may be worth a few minor adjustments.

HISD vs. METRO

At the beginning of our work on this performance review, a number of concerned community leaders asked us to take a close look at the feasibility of letting METRO, Houston's municipal transit system, take over the transportation duties for HISD. We have studied the issue carefully and, as noted above, concluded that the school district's bus service is one of the safest and most efficient systems in the country. There's no compelling reason for outsourcing HISD's transportation operation to METRO or anyone else.

In one important area, however, METRO makes sense. City buses already carry an average of 4,100 HISD students per day. Its routes either serve or are within four city blocks of nearly every school in the district. The municipal system also sells \$52 passes that allow students to ride any local route for a full year at no additional charge. This price tag is substantially less than the \$563 it costs HISD each year to transport a typical student to school.

High school students, who are generally able to travel by themselves and whose parents have fewer concerns about them using public transit, could take advantage of METRO's service. TSPR looked at two high schools to measure the potential for converting these students to METRO riders. Both schools--the High School for the Performing and Visual Arts and Austin High School--were examined to determine the number of students whose pick-up locations were within a quarter mile of a METRO stop. The results were encouraging.

If 7 percent of the 14,000 high school students who regularly ride HISD's buses rode public transit instead, taxpayers could net savings, after purchasing METRO passes, of more than \$2 million over the next five years. *Children First* strongly encourages prompt implementation of this program and commends municipal transit authorities for their willingness to add new routes as needed.

A more appetizing food service for students--and taxpayers

HISD's Office of Food Services provides more than 175,000 breakfasts and lunches each day, the equivalent of feeding a good-sized city. With 2,200 employees preparing meals in 241 kitchens, the district dishes out 85-cent breakfasts, \$1.25 elementary school lunches, and \$1.35 secondary school lunches to HISD's students five days a week.

Sixty-nine percent of the district's \$63.5 million food service budget is generated by federally funded child nutrition programs. Breakfast and lunch sales bring in another 23 percent of the budget. The remainder comes from donated commodities, matching state funds, and interest.

Unfortunately, in 1994-95, HISD's food service lost \$2.7 million. Participation lags in school lunch programs at the district's middle schools and high schools. Middle management in the department is bloated. Quality control is inadequate. Performance varies widely from campus to campus. And productivity in many school cafeterias is far below the state's recommended standards, costing taxpayers nearly \$1 million a year in excess labor costs.

That's not all. District policies and procedures describing the responsibilities of management and staff members are unclear or nonexistent, leading to duplication, unnecessary work, and a lack of accountability--and costing taxpayers almost \$200,000 a year. Preventive maintenance and work order systems are functionally useless, boosting capital costs and food spoilage.

What can be done? HISD has two basic options. *Children First* provides a detailed plan to reorganize and reform the district's 2,000-employee food service department to make it more appetizing to students and taxpayers--or turn it over to a privately run food service management company, saving \$16.7 million over the next five years.

There are two major reasons to consider the second option. First, the district's food operations are in such poor shape that it will take a massive effort to bring them up to par. Second, the primary function of HISD is to educate students, not feed them. By outsourcing its food services, district leaders and individual campus principals will be able to devote more attention to classrooms, rather than cafeterias.

Privatization would not be without its challenges. Food service employees, understandably concerned about their jobs, must receive special consideration. Yet, other districts around the country have ensured a smooth transition by applying innovative approaches such as keeping payroll and benefits under district responsibility until the management company becomes known and trusted. Another approach is to provide a one-time financial incentive to employees for transferring to the management company or allowing the outside management company to hire only new personnel.

Children First recommends that HISD develop an employee transition plan, involving employees in each stage of the process. Negotiations should begin by January 1, 1997. The district should also design bid

specifications that ensure that the winning management company improves customer service and saves taxpayers money.

The financial benefits of outsourcing food services are plentiful. HISD's administrative costs will be reduced, and revenues will rise by applying the best industry practices in menu planning and marketing. With the implementation of the proposed pilot project next year, tax savings should reach more than \$922,000. An additional \$3.3 million in savings will be achieved during the 1998-99 school year as the pilot expands to half of all HISD schools. When fully implemented in 1999-2000, annual savings will top \$16.7 million.

Over the next five years, HISD taxpayers can look forward to nearly \$17 million in total savings.

Children First also presents a package of proposals to improve HISD's food service operations while keeping them in-house, and these recommendations also offer significant savings. We believe the option of either reorganizing or privatizing is clearly preferable to the status quo. Just as clearly, the decision lies with district leaders, teachers, employees, and taxpayers.

Students deserve safe and secure campuses

It probably goes without saying, but ensuring the safety of students, teachers, and employees at every HISD school is at the very top of the district's priorities. In a city the size of Houston, with all the attendant challenges of this modern age, the task is particularly difficult.

The world for which Houston's schools were built has changed in myriad ways. In the bleak heart of the city's most disadvantaged neighborhoods, too many children grow up fighting the odds. They arrive for classes with their innocence long since lost. Poverty, violence, and hopelessness tag along with them to school, as unruly as their shirttails.

Over the past decade, HISD's police department has nearly tripled, to 218 employees. Last year, the district referred 1,260 incidents to the city's police department for further investigation, 59 percent more than the year before. Much of the increase, however, seems to have been due to stricter codes of student conduct and tighter reporting requirements.

In fact, the evidence shows that HISD schools are safe and secure. There may be a general public perception that drugs and violence run rampant on the district's campuses, but the numbers of juvenile arrests don't bear this perception out. A statewide survey by the University of Texas highlighted this dichotomy in an interesting way: parents tend to believe their own kids' schools are safer than others. While 78 percent of Texans agree that

violence in public schools is a problem, only 27 percent of those with children in public school are concerned that the problem has gotten out of hand at their children's campus. This disparity presents a daunting challenge for HISD.

That's why TSPR has identified several areas in which HISD can enhance and improve the security of its schoolchildren through prevention, intervention, and enforcement.

Children First proposes that HISD develop a formal, long-range strategy to ensure safety and security on each of its campuses, encompassing the appropriate mix of alternative programs, community-based efforts, and law enforcement actions. This strategy should include public opinion surveys on safety and security issues every two years to evaluate the performance of district programs, with the results distributed to local media outlets to keep the community abreast of progress.

In addition, the district's police department, in coordination with the department of Research and Evaluation, should develop a systematic method of assessing safety and security threats on HISD campuses so that resources can be targeted and allocated efficiently.

Finally, to support the district's crossing guard program, *Children First* recommends that the Texas Legislature lift the cap imposed by state law on the district's portion of traffic fines that can be used to support the program. Today, up to \$5 of every parking ticket and \$20 of every moving violation in a school zone can be used to pay for the crossing guard program. These limits should be increased by at least 20 percent, so that more of the money from those violations goes to protecting children.

This change in state law will bring in enough money from the city of Houston and Harris County to fully fund HISD's crossing guard program--with violators, rather than law-abiding drivers, picking up a greater percentage of the tab.

Commendations

Transportation Department personnel transport students in a safety-conscious manner, despite a difficult working environment and limited resources.

The department ensures that 20 percent of the district's more than 200,000 students are driven safely and on time between school and home every school day. Almost 42,000 students were transported by the department during 1994-95. In addition, more than 2,000 Special Education students

were driven between school and home on 262 routes during a 30-day summer term.

The district Food Services Department is commended for having more than 60 percent of elementary school students participating in free and reduced-price lunch programs.

Nearly three in four elementary schools have more than 60 percent of students participating in the meal programs. In addition, HISD Food Services ranked third among U.S. public and private schools for providing varied, low fat, vegetarian meals for breakfast and lunch, according to a survey by the Physicians Committee for Responsible Medicine.

Since 1994, the district has developed a municipal style police department, transforming from a security guard approach to a respected licensed officer style.

Texas School Performance Review's survey results indicate that 87 percent of HISD students feel safe at school. In addition, residents said the police force has improved overall safety and security and maintained a good relationship with the Houston Police Department. The district police department is commended for developing and implementing its Gang Education, Awareness and Resistance program.

The program, implemented citywide during 1995, helps teachers and administrators identify and assist students with anti-social behavioral patterns associated with gangs. Once a student is identified, often with the help of specially trained parents, teachers and administrators, they and their parents may receive counseling toward behavior modification.

HISD is commended for participating in the Absent Students Assistance Program and increasing school attendance among students at risk of dropping out.

The district was the first Texas school district to participate in the Absent Students Assistance Program, which employs precinct constables to track absent students and encourage their return to school. Anticipated benefits include improved attendance and related per-student state funding as well as reduced juvenile crime.

Chapter 3: Facilities/Educational Service Delivery

Bricks and Mortar--and More

Key recommendations:

- Immediately allocate \$96 million in existing funds to fix the unsafest schools
- Pilot year-round schooling in 10 percent of HISD elementaries
- Develop quality curriculum guides
- Expand Performance Management System districtwide
- Extend teacher contracts by two days per year to provide increased training

"Pay more attention to the schools and children. Let the rooms be larger. We need schools so that we can grow up and have jobs."

--HISD elementary student

On August 12, 1996, a roof, buckling under the weight of weekend rains, fell to the floor of the Houston Gardens Elementary School cafeteria, leaving a yawning 75-foot hole in the ceiling and a flurry of questions about how it had been allowed to deteriorate to such a point. The incident occurred during the noon hour, a time when the room would have been filled with children had school been in session. Fortunately, classes weren't scheduled to start for another six days, so no one was in the cafeteria when the roof gave way.

In the wake of the near tragedy, a clamor arose for inspections and deep structural repairs at HISD's most dilapidated buildings. Architects came forward to volunteer their services. Engineers offered to help repair the damage free of charge. Parents expressed understandable concern. And district officials announced a plan to begin immediate inspections of 150 campuses to guarantee their safety before classes began.

Like most public school districts, HISD faces the challenge of how to maintain and operate its facilities today while preparing for the inevitable growth in enrollment and changing instructional needs of tomorrow. *Project Renewal*, the district's ongoing facilities assessment process, has identified needs and prioritized them into a two-phase, long-range plan, including schedules for repair and modernization at each HISD campus. While the cafeteria roof was caving in at the northeast Houston elementary

in August, the first phase, with considerable help from a \$371.2 million bond issue approved by voters in 1989, was nearing completion. Fifteen new schools had been funded, 85 had been renovated, and 150 had received money to make campus improvements.

The second phase was thrown into uncertainty when the May 18, 1996, bond election failed. And then the roof on the Houston Gardens Elementary cafeteria came crashing down.

Community involvement

Certainly, no one wants a single child in a single Houston school to be put at risk of being hurt by crumbling bricks and mortar. *Children First* calls for a comprehensive plan not only to prevent this, but to make the community a full partner in all facilities planning. Only then will those who don't spend most of their day in schools regain confidence in HISD's maintenance of the district's buildings.

Community involvement will make a dramatic difference in the district's facilities management over the long haul. But HISD must address the immediate threat of unsafe schools.

HISD's Office of Budgeting and Financial Planning has the primary responsibility of coordinating HISD's budget process and allocating money to the district's various needs. In recent years, unexpected funds have accumulated in district coffers, leaving a fund balance higher than recommended by the Texas Education Agency (TEA). How much higher? \$56.4 million.

These dollars represent a rainy day fund that HISD can use in emergencies. Unsafe school buildings *are* an emergency. This money, together with \$40 million already budgeted for minor repairs, should be immediately used to perform priority building renovations on facilities that are in the worst shape. That's a total of more than \$96 million in existing funds that HISD can use to make sure that Houston school children are safe--all without asking taxpayers to come up with an extra dime. Moreover, these costs will still leave \$75 million in a prudent contingency fund for unforeseen needs and cash flow fluctuations--an amount that TEA recommends as a cushion for a district of HISD's size.

And for those who might be tempted to predict that spending this money now will make a tax increase necessary next year, or the year after that, we caution: "Don't you dare!" Under this plan, there's more than enough money to make priority repairs *and* keep an adequate rainy day fund for future needs.

Year-round schools

Involving the community in long-range facilities planning is critical. Using existing funds to immediately repair unsafe buildings is essential. But there's another strategy that HISD's parents, teachers, students, and administrators should give serious consideration as a way to improve current conditions in many schools and to avoid some of the costly construction demands of the future.

HISD has done a commendable job in reviewing its attendance boundaries to limit overcrowded conditions and maximize the use of school buildings in some areas.

But pockets exist that have become so overcrowded that tracking the shifting patterns of attendance alone can't solve the problem. The school calendar is another major element affecting attendance patterns. It may offer the district another tool to ease overcrowding.

School districts around the country have instituted multi-track year-round school calendars to limit the need for new buildings by as much as 25 percent and achieve corresponding cuts in maintenance and operational costs per student. By reducing the time between school terms, the success of student retention from one term to the next has increased, too, particularly among special education kids.

Any experiment with year-round schools requires thorough planning to meet the needs of participants, from students and parents to teachers, administrators, and school employees. Moreover, these plans must be clearly explained to everyone involved. It's a local decision in which all stakeholders must participate.

With that in mind, *Children First* recommends that HISD consider implementing a multi-track year-round calendar as a pilot project in 10 percent of the district's elementary schools. Parents and teachers at the campuses chosen should volunteer to participate, and teachers in the piloted schools must have the option of working more weeks each year, with salary increases to offset lost summer vacations.

The potential financial benefits? Nearly \$14.5 million in taxpayers savings in 1997-98--an amount equal to the cost of building two new elementary schools.

Other savings

There are many other proposals in *Children First* to save taxpayers money or improve HISD's facilities management and related operations without affecting vital services.

A couple of examples:

- By immediately demolishing the Furniture Services building at the district's McCarty facility--a building whose roof is literally hanging in pieces--and relocating that position to an existing facility, HISD could increase safety and efficiency in the years ahead for an initial investment of only \$75,000.
- By using the existing work-order system to track and monitor maintenance repairs, HISD could improve employee productivity and standardize performance standards, avoiding the need to hire at least 30 additional crew members as the number of schools expands. The savings? At least \$200,000 next year and \$1.8 million through the 2000-2001 school year.

Educational Service Delivery

Buildings make a difference. But teacher morale and training, effective curricula available to all students, a willingness to employ the latest technology--these are important elements in ensuring that the education delivered inside every classroom is as top-notch as the schoolhouses around them.

HISD has devoted considerable energy to improving student performance on the state-mandated Texas Assessment of Academic Skills (TAAS), and in aligning the district curriculum with the state's learning goals. This has been accomplished partly by creating the first electronic database for curriculum in the nation. In the past two years, average student TAAS scores are up, dropout rates are down, and the number of low performing schools, according to TEA, is declining.

In another promising development, the district this summer organized administrators under a new Achievement Institute, bringing under one umbrella the separated areas of curriculum, staff development, and student assessment. This move signaled a renewed focus on helping teachers teach and students learn.

TSPR praises this reorganization. But many challenges remain for the district in making sure that its schools put children first. Our team of experts interviewed scores of administrators and teachers, reviewed every curriculum guide, and personally visited classrooms in 43 schools. Along the way, we found room for improvement in this area, too.

Curriculum: What Teachers Teach

In 1987, HISD launched an ambitious project to create curriculum guides, providing teachers with tips on the best practices to apply to ensure that their students would fully absorb each subject's material. Over the years, however, the \$2.3 million project has left behind a patchwork of more than 400 curriculum guides of uneven quality, and no guides at all for 49 percent of the district's high school courses. In addition, many HISD

teachers--uncertain or untrusting of the district's direction on the guides--have opted not to use the guides, conducting their class work from textbooks instead.

Children First urges a full-fledged commitment to curriculum, including the investment of \$460,000 a year in developing quality curriculum guides that cover every subject taught to every student in every school. Another ambitious project that will take years to complete? You bet. But this time, the effort will result in useful guides that teachers can use as tools for building the backbone of a revitalized education system.

In the Classrooms: How Teachers Teach

High-powered curriculum guides can help learning take place, but inspired, focused teachers and engaged, open-minded students are the catalysts that lead to ongoing excellence.

To sample classroom teaching, TSPR visited almost every classroom in 43 schools spread over 11 area districts. In many instances, we found teachers and students actively pursuing lessons that seemed exciting and fulfilling. In addition, the visits indicated the district could be losing learning time because instruction sometimes starts several minutes after the opening bell and ends before the closing bell. Real improvement will require every administrator, teacher, and staff member to pitch in and begin building an ethic of teamwork. Such an evolution won't happen overnight.

Children First proposes several ways to help principals and teachers, like central administrators and area district superintendents, work together as partners. HISD should start by offering increased training opportunities to every educator at every level. We recommend that HISD reinvest some of the savings offered in this report and extend teacher contracts by two days or more per year, time in which the team ethic and any deficiencies in classroom teaching can be addressed.

These steps are important, but they aren't enough.

Ultimately, a renewed commitment to the team ethic must be backed up with cutting edge tools. *Children First* recommends that, by next fall, HISD implement across the district the Performance Management System devised by educators at the University of Texas. This system, currently being piloted in 20 Houston schools, takes TAAS results and quickly analyzes each student's weaknesses in detail, so that teachers can tailor their instruction to meet clearly identified individual needs. Principals in the 20 pilot schools already report TAAS gains and significant boosts in teacher morale and performance. By expanding this system districtwide, every teacher and administrator will be able to map out goals and meet them--if necessary, one student at a time.

At the very least, teachers and principals will understand what approaches work for which children and what methods or materials should be abandoned.

Technology in the Schools

HISD boasts 30,000 microcomputers in offices, classrooms, and educational laboratories. Its revitalized division of Instructional Technology oversaw 40 computer-related projects in district schools during the 1995-96 academic year. Despite these numbers, TSPR found computers weren't being used regularly or effectively in many classrooms. The district also lacks a formal plan for systematically determining which computer applications are needed, when to implement them, and how to assess the results.

Children First urges the creation of that plan to create a basis for making technology count in Houston schools. In tandem with other technology proposals in our performance review, we believe HISD can downsize its Research and Evaluation Department, saving more than \$700,000 a year by 1999-2000.

Equal Educational Opportunity

Like most other large urban school districts, HISD must constantly balance its scarce education resources against the escalating cost of student needs. In its annual *School Allocation Handbook*, the district makes a written commitment to delivering equal funds to every school on a per-student basis, while allowing its Shared Decision-Making (SDM) committees the flexibility to shift funds to the priorities identified by each campus.

TSPR's sampling of school-by-school resources, however, revealed variations among schools, including differences in class sizes, library collections, course offerings, and assistant principals and counselors from campus to campus. For the sake of equity, *Children First* recommends that more courses be made available to students by applying distance-learning technology.

HISD should also revise its allocation formulas for distributing resources to take into account the number of at-risk and economically disadvantaged students at each school. Campus teachers and administrators will still have the ability to shift funds and faculty positions to address the unique needs of their school, but those choices will be made within reasonable parameters to ensure that every student enjoys equal educational opportunities. And on campuses where student performance improves, teachers and administrators should be granted greater freedom to spend money allocated to them in ways they see fit.

HISD has the skilled employees to get these jobs done. Our recommendations are designed to empower every central administrator, area superintendent, principal, teacher, and supporting aide by providing them the training, knowledge, and ability to consistently put *children first*.

Commendations

With district backing, the Coalition for School Improvement appears to be a model example of the ability of involved parents and community members to make schools work for children.

In January 1995, the district authorized a charter school cluster under a community group called the Coalition for School Improvement. Three elementary schools feed into a charter middle school, all under the direction of a nationally recognized educational leader. A review team visit to one of the schools found students working closely with teachers in an atmosphere of shared learning. Early indications are that the district can count on success.

HISD is to be commended for its annual review of attendance boundaries to maximize the use of school buildings and to avoid overcrowded conditions.

Under pressure from shifting demographics, school districts apply attendance boundaries to avoid overcrowding and ensure racial integration. In 1991, HISD began annually changing attendance boundaries to manage overcrowding, avoid enrollment caps when possible, and improve the geographic relationships between student homes and nearby schools.

The Facilities Grounds and Support Services section should be commended for using a vendor trade-in program in securing new equipment.

Members of the section perform lawn care, pressure washing, fence installation and repairs, weed control, tree trimming, stump removal, parking lot striping, and gutter and downspout cleaning. The section exchanged 27 older lawn mowers for six new mowers, eliminating the need to dispose of the older mowers.

The Enrollment and Demographics Committee is commended for aggressively pursuing energy management programs with a minimum of staff and creatively using available programs and policies to save more than \$2.5 million.

Among committee efforts, the Water Leak Adjustment Program has realized \$1.5 million in savings in less than three years. The People Oriented Program saved \$500,000 in 1993, while a review of utility bills by an outside consultant and district personnel yielded credits from HL&P of \$516,000. Some savings from the People Oriented Program are distributed to the schools as an incentive usually de-voted to educational improvements; one school visited by the review team spent the funds on computer equipment.

The district brought its state accreditation rating up from "academically unacceptable" in 1995-96 to "acceptable" in 1996-97, partly by reducing the number of low performing schools because of high dropout rates from 17 to four.

The Texas Education Agency's annual measurements showed average student scores on the Texas Assessment of Academic Skills improving and the district's dropout rate falling, from 6.7 percent in 1993-94 to 3.7 percent in 1994-95.

HISD is commended for the high quality of curriculum guides developed under Project ACCESS and for maintaining a comprehensive scope and sequence of guides in elementary and middle schools.

Project ACCESS--A Collaborative Curriculum to Enhance Student Success--began in 1987 as an effort to write curriculum guides for every subject taught in HISD. The results for kindergarten through grade 8 were outstanding, with 94 percent of elementary grades covered by guides, and 98 percent of middle school courses covered by guides. In fact, some subjects have more than one guide for each grade level; at each elementary grade, the social studies curriculum is backed by a planning guide, a map skills guide, and a resource guide for economics.

The district's exhaustive review of reading instruction using a Peer Examination, Evaluation and Redesign (PEER) committee resulted in a solid base for realistically helping all students read at grade level.

The superintendent's Peer Examination, Evaluation and Redesign (PEER) program emerged in 1994 as a way to bring together outside experts and HISD personnel to improve district programs. The reading report, completed in May 1996, provides research information on teaching reading and quality standards for an effective reading program. The resulting vision should help HISD and watchful districts around the country.

By volunteering 20 schools to the Performance Management System pilot project, the district signaled its desire to use TAAS results to improve teaching and educational results.

Since 1992-93, 20 district schools have joined 60 other Texas schools in a pilot project designed by the University of Texas Department of Educational Administration. The project, intended to yield a model system for generating student performance data useful to teachers, tracks results on the state-mandated Texas Assessment of Academic Skills (TAAS) by student, class, and the entire student population year by year. Significantly, the results are mapped by individual student, so teachers and administrators can pinpoint weaknesses and come up with appropriate instructional strategies.

HISD is commended for developing a database aligning textbooks to state learning objectives so teachers can tie instructional strategies to academic expectations.

The developing electronic database, the first of its kind among U.S. school districts, will eventually allow teachers to log on and research precisely how their subject curriculum relates to state educational goals and to questions on the state-mandated Texas Assessment of Academic Skills. More than 300 district teachers and administrators created the database as part of the district's commitment to aligning curriculum with the state's learning goals.

HISD is commended for providing occupational training opportunities for students through career and technology offerings at magnet high schools.

Students may apply to one of three magnet high schools that provide extensive career and technology courses. The Barbara Jordan High School for Careers spans 24 general occupational areas including computer applications, graphic arts, and welding; the High School for Law Enforcement and Criminal Justice emphasizes careers in criminal justice; and the Michael E. Debakey High School for Health Professions is a pre-college program preparing students for careers in medicine and the sciences.

Business and industry partnerships support the development of quality curriculum, provide students with work-based learning opportunities, and reduce the need for schools to purchase specialized equipment.

Numerous businesses help the district deliver specialized work-related training. Among examples, the Office Education program has garnered the

support of more than 250 Houston-area employers that provide training opportunities. The Hotel/Motel Management program teams Houston hotels with high schools for real-world training. In each instance, businesses enrich the education students receive at their home schools.

Chapter 4: Governance

Putting Children First in Every Houston School

Key recommendations:

- Save taxpayers \$116 million over the next five years
- Expand HISD's board from 9 to 11 members, with a president and vice-president elected at-large
- Reinvest \$46 million to improve HISD operations

"You've got to have your structure before you can have creativity."
--HISD student

It isn't popular these days to speak out for public education. To suggest that our schools can be something other than crumbling buildings where teachers don't teach, students don't learn, and taxpayers don't get their money's worth runs counter to much of the current debate.

In fact, *Children First* begins with the proposition that today's postmortem on public education is premature--particularly in Houston. While it's true that HISD faces many difficult challenges, its schools continue to play a positive role in the lives of the city's children. That's why we've spent the past six months studying every facet of the district's operations. We've tried to identify opportunities for management improvements, innovative classroom techniques, and dramatic taxpayer savings. We believe the potential savings we present are conservative and the minimum that the people of Houston should expect over the next five years.

In the end, we've emerged optimistic that HISD's leadership will do everything possible to implement the reforms we recommend. If so, their legacy will be a school system that's second to none, that puts children first, and that plays an even more vital role in the community.

Expanding the board

HISD is governed by the Houston Board of Education. Before the same 1995 state law that directed the *Texas School Performance Review* to prepare this report, the HISD board's duties were to govern and manage

the district's schools. Today, however, the day-to-day management functions rest with the superintendent. The nine members of the board, elected to staggered four-year terms, continue to serve long hours without pay. But their duties have now been more clearly defined to reflect their primary mission of guiding overall education policy.

More than 20 years ago, in May 1975, Houston voters overturned the at-large system of selecting board members in favor of electing them from single-member geographic districts. There were seven board members in those days, but special legislative action two years later expanded the membership to its current nine.

HISD is among 16 of the nation's largest 47 urban school districts in which voters elect board members from single-member districts, including Dallas, El Paso, and Duval County, Texas, as well as Phoenix, Pittsburgh, Los Angeles, and Buffalo.

When voters approved single-member districts, the prevailing wisdom was that by being elected from smaller districts, individual board members would be more accountable to the neighborhoods they represent. As expected, the move to single-member districts also increased the number of minority board members--a development that coincided with the emergence of Hispanic and African American children as the majority of the district's enrollment.

After two decades of HISD's most successful experiment with single-member districts, the time has come to fine-tune the system.

Few dispute that the move to single-member districts has provided HISD with better opportunities to reflect the rich diversity of the district. One unintended consequence of single-member districts, however, has been the occasional presence of a dual, divided philosophy among board members. In a well-intentioned effort to ensure that the concerns of each area of HISD are addressed, the interests of the district as a whole have sometimes taken a backseat.

During our review, board members reported that while they perceive themselves as "trustees" responsible for the collective interest of the district, they often find themselves acting and voting as representatives of specific areas of town with unique interests and individual objectives. Some board members confided that the single-member district approach has limited their ability to work as a team toward overall district goals, especially in the areas of hiring and firing personnel, equitably distributing education resources, and contracting for support services. All expressed the worry that this dual, divided philosophy has impaired effective districtwide governance by the board.

Children First proposes that HISD's nine-member board be expanded by adding two members, for a total of 11. The two new members should be elected district-wide and serve as president and vice president.

Although the district is required by state law to elect its board from single-member districts, the Texas Education Code gives other public school districts across the state more leeway; as long as no fewer than 70 percent of a board's membership is elected from single-member districts, the remaining trustees may be elected districtwide.

To implement this proposal, the Texas Legislature would have to amend the special law that applies to HISD alone among the state's 1,045 public school districts. We recommend that this month, the board approve language calling for two additional members to be elected districtwide. The board should then enlist legislative sponsors for the revision in state law. And if the revision is approved by state lawmakers during the 1997 legislative session, the new 11-member HISD Board of Education should be enacted no later than June 1997.

While there may be minor expenses associated with having two more school board members listed on the ballot, we believe the benefits will far outweigh these costs. In a district the size of HISD, with legitimate but competing demands drawing on limited resources, two additional board members would bring a welcome at-large perspective and foster a constructive balance in favor of putting children first in every HISD classroom.

Conclusion

The Texas School Performance Review team found encouraging signs throughout HISD. Clearly, the district is working to do more to keep its education resources in its classrooms. Teachers, principals and other employees are dedicating themselves to instill in the children who come to school each day a spirit of discovery and an enthusiasm for learning.

In the course of our previous work, we've learned that when districts are shown specific ways to save money and improve their operations, most of them are willing to make the sacrifice. In many cases, our reviews spurred a process of self-examination that eventually led to even greater savings and better results than were forecast in our original proposals.

During this review, we identified a number of commendable practices, and we've highlighted them in these pages so that other Texas school districts can consider putting them to use in their own classrooms.

Children First presents HISD taxpayers with potential savings of nearly \$116 million over the next five years. Some of these savings come from

trimming the district's bureaucracy by 320 full-time positions over the same period. Of that amount, we recommend that almost \$46 million be reinvested in worthwhile programs, personnel, and equipment.

Now that we've completed our report, we stand ready to help HISD and community leaders in any way we can to implement our recommendations.

Commendations

By grouping related areas under the Achievement Institute and raising the status of curriculum in the superintendent's cabinet, the district has recognized a vital need to coordinate and reinforce curriculum, staff development, and student assessment across the district.

Our team initially found a flawed district organization for emphasizing curriculum, or what students are taught. But the district's placement of specialists in staff development, student assessment, and curriculum and instruction under the new Achievement Institute signals progress. And by giving the assistant superintendent for the Institute cabinet status, the district recognized the importance of curriculum being represented in all major decisions.

HISD has dramatically increased its Medicaid reimbursements since 1993-94 and used the funds to expand and improve Special Education programs.

In 1992, the district established its Medicaid Finance Department to manage the district's Medicaid programs and take advantage of a new provision allowing school districts to enroll as Medicaid providers and qualify for federal reimbursement for certain services. District reimbursements increased from \$6.3 million in 1993-94 to nearly \$15 million in 1994-95. In turn, nearly \$10 million of the reimbursements paid for Special Education fees, equipment, and staff, including nurses.

Chapter 1:

District Organization and Management

This chapter addresses six topics:

- A. Board of Education
- B. District Organization
- C. Area District and School Management
- D. Policies and Procedures
- E. Planning and Budgeting
- F. Legal Services

The Houston Independent School District (HISD) has adopted several strategically important policies, such as the *Declaration of Beliefs and Visions* and the *BLUEPRINT: Houston Schools of Excellence*, that describe what HISD wants to achieve. Management practices such as the effective use of community resources to examine and recommend operational improvements are in place through the Peer Examination, Evaluation and Redesign (PEER) process.

The HISD review found that:

- More than 80 percent of all action items considered by the board deal with business-related decisions rather than educational and instructional issues;
- The district's organizational structure, as proposed to the board in January 1995, is not fully implemented;
- Resources at area district offices are not equitably distributed;
- Long- and short-range management plans are not developed at all administrative levels; and
- The district's use of outside legal services is increasing in both scope and costs.

Chapter 1: District Organization and Management

A. BOARD OF EDUCATION

HISD encompasses 312 square miles within the greater Houston area and serves an enrollment of 206,936 students on 272 elementary, middle, high school, alternative, and charter school campuses.

In late 1994, HISD organized its schools into 12 area districts to decentralize authority (**Exhibit 1-1**). Each area district consists of up to three high-school feeder systems referred to as vertical teams. Charter schools operate independently from the area districts.

Exhibit 1-1
HISD Campuses by Area District
1995-96

Area District	Total	High Schools	Middle Schools	Elementary Schools	Other
Central	14	1	1	10	2
East	22	2	3	17	0
North	17	1	3	13	0
North Central	25	2	3	20	0
Northeast	28	2	3	21	2
Northwest	17	3	2	12	0
South	25	3	4	18	0
South Central	24	2	3	19	0
Southeast	13	1	2	10	0
Southwest	28	2	5	21	0
West	18	2	3	12	1
Alternative, Charter, and Others	41	0	1	3	37
Total	272	21	33	176	42

Source: HISD 1995-96 School Budget.

HISD is governed by a nine-member unpaid board of education (**Exhibit 1-2**). The nine members are elected to staggered four-year terms from single-member geographic districts. Board members choose board officers from among themselves at the first regular board meeting each January. The officers serve one-year terms.

Exhibit 1-2
HISD Board of Education
1995-96

	Board	Term		Length of	Election	
Name	Position	Began	Expires	Service	District	Occupation
Paula Arnold	President	11/2/93	12/31/97	6 years	1	Government Relations Consultant
Olga Gallegos	First Vice President	11/7/95	12/31/99	8 years	3	Homemaker
Esther Campos	Secretary	12/9/95	12/31/99	2 years	8	Retired School District Assistant Principal
Laurie Bricker	Assistant Secretary	11/7/95	12/31/99	since 11/95	6	Educational Consultant
Dr. Donald Adams	Member	11/2/93	12/31/97	6 years	5	Management Consultant
Ron Franklin	Member	11/2/93	12/31/97	7 years	7	Attorney-at-Law
Arthur Gaines, Jr.	Member	11/7/95	12/31/99	4 years	4	Retired HISD Deputy Superintendent
Carol Galloway	Member	11/7/95	12/31/99	4 years	2	Teachers' Union Representative
Clyde Lemon	Member	12/9/95	12/31/97	since 12/95	9	Attorney-at-Law

Source: HISD Board Policies and HISD Office of the Board of Education, May 1996.

Before Senate Bill 1 (S.B. 1) took effect on May 30, 1995, the board's job was to manage and govern the schools. Under S.B. 1, however, the Legislature separated the governance functions of the board and the

management functions of the superintendent or his designee. The Texas Education Code states: "Any powers or duties not specifically given to the Texas Education Agency (TEA) or the State Board of Education are reserved for the Trustees, and TEA may not substitute its judgment for the lawful exercise of those powers and duties."

The board has the exclusive power to govern and oversee the management of HISD. Under the Texas Education Code, the board maintains the legal power and duty to:

- Acquire and hold real and personal property;
- Sue and be sued;
- Receive bequests and donations;
- Govern and oversee HISD management;
- Dispose of unnecessary property;
- Adopt rules and bylaws necessary to carry out powers and duties;
- Levy and collect taxes;
- Issue bonds (in compliance with Chapter 45 of the education code);
- Sell minerals in or on HISD property;
- Exercise eminent domain;
- Contract with a public or private entity to provide educational services;
- Require a student fee for materials, membership dues and admission fees under specific circumstances;
- Change the name of the school district;
- Require students to wear school uniforms;
- Adopt a policy providing for the employment and duties of district personnel; and
- Adopt a budget for the next fiscal year and file a report of disbursements and receipts for the preceding fiscal year.

In May 1975, HISD voters elected to move from an at-large board membership to seven single-member districts. In 1977, special legislative action expanded the board to the present nine single-member districts, and members now serve four-year terms. Single-member districts provide better opportunities for racial and ethnic representation on the board by allowing minority populations to elect representatives whom they feel best represent their needs.

HISD's regular board meetings are held on the first and third Thursdays of each month. These meetings begin at 1 p.m. and generally end by 5 p.m. Special and workshop meetings are held as needed.

FINDING

Board agenda materials are prepared and organized in a professional and timely manner by the office of the chief of staff. Board members said they were highly satisfied with board materials in terms of format and timeliness.

COMMENDATION

The Office of Board Services is commended for routinely preparing and distributing board agenda materials in a format meeting the needs of board members.

FINDING

Since 1977, Houston voters have elected the HISD board from nine single-member districts. By state law, the members serve four-year terms. Board elections are conducted every two years, usually in conjunction with Harris County elections.

When voters approved single-member districts, the prevailing wisdom was that by choosing board members from smaller districts within HISD, citizens would be making members more accountable to their neighborhoods and communities of interest. As anticipated, the single-member approach also increased the number of ethnic minority board members just as African American and Hispanic students were emerging as a majority of the student population (**Exhibit 1-3**).

Exhibit 1-3
HISD Enrollment by Ethnicity
1984-85 to 1994-95



Source: HISD District & School Profiles 1994-95.

The benefits of single-member districts were said to outweigh the potential problems of arguments among members representing particular schools or even individual administrators and teachers instead of the entire Houston community.

Moving to single-member districts led to a dual, occasionally divided philosophical perspective. Board members told the review team that while they perceive themselves as trustees responsible for the collective interest

of the school district, they tend to act and vote more as representatives chosen by a specific group of individuals who share a selective and special set of interests and objectives. The distinction between a trustee and a representative may be viewed by some as trivial. This dual perspective, however, can impair the effective governance of school districts particularly when members use their votes to protect constituent interests at the expense of the general welfare and mission of the entire district.

For example, board members told the review team that the single-member district approach has limited their ability to work as a team toward district goals in matters such as personnel selection and termination, instructional alignment, and contracting for noninstructional support services.

In other school districts that elect board members by geographic district or in which board appointments are made on a geographic basis by the city mayor, special interests tend to influence board actions. Large urban school districts confronted with this phenomenon include school districts in New York, Los Angeles, and Chicago, where the board of education became so splintered the Illinois legislature overhauled the entire governance structure.

Nationally, HISD is among 16 of 47 large urban school districts in which voters elect board members from single-member districts. Fifty-four percent of large urban school districts elect board members at large, while 13 percent have board members appointed by the city mayor and/or city council.

The large urban school districts in which voters elect boards from single-member districts are:

Buffalo	Houston	
Dallas	Long Beach	Phoenix
Dayton	Los Angeles	Pittsburgh
Duval County	Nashville	Tucson
East Baton Rouge	Oakland	Washington D.C.
El Paso	Omaha	

Houston newspaper articles also indicate how frequently the board strays from issues of districtwide import. Of 507 news reports and articles in the *Houston Chronicle* dealing with the Houston public schools from December 23, 1994 to November 29, 1995, only 183 articles addressed

districtwide issues as opposed to individual school or program issues. Roughly half of the districtwide articles could be classified into five major categories of board involvement. These categories were:

Issue Categories	Reporting Frequency
Curriculum standards and testing	14%
Board of Education elections and activities	13%
Teacher and non-teacher salaries and training	8%
School programs such as summer school, bilingual, and special programs	8%
Employee graft, assaults, drug testing, and driving records	7%
Total	50%

Although HISD is statutorily required to elect its board members from single-member districts, the Texas Education Code authorizes most other school boards, by their own motion, to have no less than 70 percent of members elected from single-member districts, with remaining trustees chosen by voters districtwide.

In January 1992, Austin ISD began electing the school board president and vice president at large. District staff, board members and residents told the review team that after a somewhat turbulent adjustment period, the added at-large viewpoints resulted in a constructive balance working in favor of the collective good of Austin's children.

RECOMMENDATION 1:

Modify the nine-member Houston Board of Education by adding a president and vice president position to be elected districtwide.

To implement this recommendation, the Legislature should amend the special law that requires the HISD board to have nine single-member districts.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Board approves language calling for two additional board members to be elected districtwide.	October 1996
2. Board enlists legislative sponsors for proposed changes to statute.	December 1996
3. Board acts on results of legislative considerations.	June 1997

FISCAL IMPACT

While there may be some incremental expenses associated with having two additional places on the ballot, the costs are considered minimal and could not be isolated from fixed election costs.

FINDING

Based on an analysis of board agenda items for a nine-month period, there is strong evidence that 81 percent of all board items involve business functions. Public oversight of a school district's business functions is appropriate given the amount of public funds. In HISD, unfortunately, business functions tend to divert the board from focusing on educational policy.

For this discussion, business functions include the board's involvement with the solicitation and award of contracts for facilities, construction or maintenance, and land acquisition, using purchasing procedures set forth in the Education Code and personnel actions.

Under the current system, district staff members review agenda items and make contract recommendations to the board.

According to board agendas for nine months (**Exhibit 1-4**), the HISD board dealt with 501 agenda items during regular board meetings. Of these items, 409 items, or 81.6 percent, concerned business matters such as contracts, agreements, and personnel matters. Seventy-six agenda items, or 15.2 percent, concerned education, and 16 agenda items, or 3.2 percent, were indeterminable from the available documentation.

Exhibit 1-4
HISD Board Agenda Items by Category per Meeting
September 7, 1995 through May 16, 1996

Agenda Category	9/7/95	9/21/95	10/5/95	10/19/95	11/2/95	11/16/95	12/14/95	1/11/96	2/1/96	2/15/96	3/7/96	3/21/96	4/4/96	4/18/96	5/2/96	5/16/96	Total Items	Percent of Total	Average Items per Meeting
	Number of Agenda Items																		
Superintendent's Priority Items	6	6	4	6	4	3	4	2	4	2	3	3	2	5	3	6	63	12.6%	3.9
School Board Members	1	1	2	1	2	3	1	2	1	3	1	2	1	1	2	2	26	5.2%	1.6
Executive Session	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	16	3.2%	1.0
School Operations	5	10	9	7	2	4	11	17	4	7	9	4	7	7	6	13	122	24.4%	7.6
Community and Public Relations	4	2	5		4	2	3	1	3	2	2	2	2	2	1	1	36	7.2%	2.3
Human Resources	1	3	2	2	3	2	2	2	2	2	3	4	2	2	2	3	37	7.4%	2.3
Fiscal and Business Administration	16	14	8	9	10	12	16	11	18	8	11	11	7	5	7	14	177	35.3%	11.1
Technology and Information Services	1	1	1	3	3	1		1	1	1	2	2	1	1	1	3	23	4.6%	1.4
Attorney						1											1	0.2%	0.1
Total	35	38	32	29	29	29	38	37	34	26	32	29	23	24	23	43	501	100.0%	31.3
Business	26	28	25	26	24	24	33	30	27	20	25	24	18	19	21	39	409	81.6%	25.6
Education	8	9	6	2	4	4	4	6	6	5	6	4	4	4	1	3	76	15.2%	4.8
Indeterminable	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	16	3.2%	1.0
Total	35	38	32	29	29	29	38	37	34	26	32	29	23	24	23	43	501	100.0%	31.3

Source: HISD Board of Education Official Agenda and Meeting Notices.

The education code states trustees "have the exclusive power and duty to govern and oversee the management of the ...District." And, "the trustees may adopt rules and bylaws necessary to carry out the powers and duties provided by subsection (b) of the Texas Education Code Section 11.15."

The HISD board's involvement in decision-making at the lowest levels appears to be unnecessary micro-managing. The Texas Association of School Boards (TASB) urges school boards to focus on educational policy-making in accord with S.B. 1 (**Exhibit 1-5**).

Exhibit 1-5
TASB Recommended Board Roles and Responsibilities Under Senate Bill 1

Planning	<ul style="list-style-type: none"> • Ensure district and campus improvement plans are developed, reviewed, and revised annually (11.251a) • Adopt a policy outlining procedures for district planning (11.251b) • Publish annual reports; hold public meetings on district achievement (39.053b) • Ensure procedures are developed to support district planning (11.251d) • Ensure systematic communications measures are in place to
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	<ul style="list-style-type: none"> obtain broad-based input and pass on information (11.252a) Meet periodically with the district's committees (11.251b) Annually approve district and campus performance objectives (11.251a)
Budget	<ul style="list-style-type: none"> Approve the district budget (44.004)
Curriculum	<ul style="list-style-type: none"> Approve all district and performance objectives (11.251a)
Staffing Patterns	<ul style="list-style-type: none"> Develop policy - superintendent has sole authority to recommend personnel for selection. Board may delegate authority to hire to superintendent (11.163a1)

Source: Texas Association of School Boards

The board of trustees and independent school districts under Section 11.151(b) of S.B. 1 have the "exclusive power and duty to govern and oversee the management of the public schools of the district." In the execution of this responsibility there is a tendency to move beyond policy-making and into administration and management.

It is the *practice* rather than the *policy* that leads to this condition. For example, numerous district staff reported visits or calls from individual board members who voiced an opinion about a certain individual, program or activity. Administrators, especially those employed on a performance contract, are placed in a very difficult position when these events occur.

In Austin ISD, board members have attempted to remove this pressure by not endorsing or referring employment or contracting candidates to the district administration. Austin's administrators said this change in practice has improved board relations.

RECOMMENDATION 2:

The board should identify and modify its policies and practices to avoid micro-management.

For example, policies should exclude board involvement in personnel matters below cabinet-level administrators and consider binding arbitration or mediation to handle employee conflicts prior to formal appeal to the board. The board should also consider removing themselves from lower dollar purchasing decisions.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. President of the board establishes an <i>ad hoc</i> committee of two to three other board members to review policies and practices of the board.	October 1996
2. Ad hoc committee considers using TASB to review and assess their policy-making role.	November 1996
3. A summary report is prepared by the ad hoc committee which provides operational guidelines to the board to ensure against micro management practices.	December 1996
4. Committee's recommended guidelines are presented to the committee of the whole for adoption.	January 1997

FISCAL IMPACT

No costs are associated with this recommendation.

FINDING

A complete set of board materials is delivered to board members each Friday before the next week's board meeting. Board members have the weekend to review the materials, develop questions, and determine if they wish to attend a staff briefing session on Monday.

To ensure that a quorum of board members does not attend the briefing session, potentially violating the Open Meetings Act, three separate sessions are conducted at the same time with HISD staff rotating from one to the next. Board members may ask staff members any questions they have on a proposed item. If, after the briefing sessions, there appears to be no need on the part of board members for additional information or clarification and if there are no major objections to moving forward with specific agenda items, the superintendent directs the office of the chief of staff to complete the regular board meeting agenda.

This procedure provides a rather short turnaround time for board members to review, reflect, and decide. Still, most board members said they support the process.

The suggestion was made that the board review procedure violates the spirit, if not the letter, of the Texas Open Meetings Act by potentially allowing board members to signal their respective positions and concerns to one another via staff members without public scrutiny. District administrators and all board members have been provided the legal parameters of these briefings by the HISD school attorney. The school

attorney reports that these sessions are operating within the boundaries of the Open Meetings Act.

From another vantage point, senior staff said that not all board members attend the staff briefing sessions. Administrators told the review team that the majority of board members do not attend these briefing sessions regularly.

HISD's board preparation approach is not typically found in large urban school districts. Districts such as Los Angeles Unified, Dade County Public Schools and the Dallas Independent School District, as well as the State Board of Education, maintain standing board committees as prescribed by the National School Boards Association. Standing board committees generally focus on instruction, personnel, finance, business operations, student affairs, or similar areas.

HISD's board has no standing committees. Statewide, TASB does not recommend a specific standing committee structure for school boards, but instead helps boards create committees that reflect local needs.

Standing committees, discussing matters and developing recommendations in public meetings, routinely receive status reports from district staff on the performance and activities of their respective areas of responsibility. All proposed action items also are presented to the standing committee before presentation to the full board, often called the committee of the whole.

RECOMMENDATION 3:

Amend board policy to create at least four standing committees of the board, addressing the major functions required to manage the district effectively.

The timeline required to obtain board approval via the standing committee structure is generally much longer (four to 12 weeks) than HISD's seven-day timeline. More time allows board members to become fully informed so they can weigh all sides of an issue before acting.

These committees should, at a minimum, include: (1) personnel; (2) planning and budgeting; (3) curriculum and instruction, and (4) finance, audit, and facilities. Standing committees should be appointed annually, and each committee should have the following members:

- One or two board members;
- Superintendent or his designee (the superintendent should be an ex-officio member of all committees); and

- At least one or more members of the executive management team primarily responsible for the area covered by the standing committee.

Each committee should be responsible for reviewing action items and information items to be presented to the board at its regular meetings. Extended discussion and clarification of policy issues would be held in committee meetings and brought to the full board with appropriate options fully developed before these items are presented to the board for ratification.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The board votes to establish standing committees.	January 1997
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FISCAL IMPACT

No costs are associated with this recommendation.

FINDING

Most HISD board reports have the following information:

- Date of issuance;
- Date action recommended for board consideration;
- Name of HISD office and administrator responsible for the report;
- A brief statement summarizing the subject;
- A narrative providing background, legal references, and justification for board approval;
- A statement on whether legal advice is required;
- A statement on whether the action will "establish, modify or delete board policy or administrative procedures;" and
- The superintendent's recommendation.

Information that is not consistently provided includes:

- Cost implications (one-time versus recurring);
- Funding source (if applicable);
- Staffing implications; and
- Organizational impact.

RECOMMENDATION 4:

Improve the board reports' quality by adding cost implications, funding source, staffing implications, and organizational impact to the report contents.

This additional information will provide an element of consistency and will improve board members' ability to assess each recommendation's implications.

Sample Statement

<p>Cost:</p>	<ul style="list-style-type: none"> • Funds to support this recommended action will be recurring annually. • Funds for this recommended action will be necessary only one time.
<p>Funding Source:</p>	<ul style="list-style-type: none"> • Funds for this recommended action amount to \$XXX from Fund XXX. • Funds for this recommended action are available in the amount of \$XXX from Fund XXX.
<p>Staffing Implications:</p>	<ul style="list-style-type: none"> • Staffing these recommended positions will increase the total number of authorized district (<i>type - e.g., certified, classified</i>) employees by XXX full-time equivalent (FTE) positions. • Staffing these recommended positions will be achieved by reducing a like number of existing district positions as follows: <ul style="list-style-type: none"> ○ XXX ○ XXX <p>Therefore, the total number of HISD employees will not increase.</p>
<p>Organizational Impact:</p>	<ul style="list-style-type: none"> • Approval of this recommended action will have no effect on the current organizational structure of the school district. • Approval of this recommended action will establish a new reporting relationship in (<i>name of organizational unit</i>) and will affect: 1) payroll, 2) pupil attendance, 3) personnel recruitment, and 4) delivery of staff development. • Approval of this recommended action will establish a new reporting relationship in (<i>name of organizational unit</i>) and will not affect current operations.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent issues an administrative directive to initiate the new board report format.	January 1997
2. Process begins.	February 1997

FISCAL IMPACT

This recommendation will have no fiscal impact on the district.

FINDING

Transcripts of regular board meetings are used as official board minutes. HISD officials said that transcripts and minutes are on file dating back to 1926. Audio tapes are kept only as long as it takes to transcribe the minutes and video records of meetings are not kept.

According to the Office of Board Services, about 65 hours of staff time are required to type, review, and correct regular board meeting minutes. As of May 1996, the board secretary had a backlog of at least four months. Minutes of the November 17, 1994 board workshop were brought to the board for approval on January 11, 1996. Some board members voting on minutes from the November 1994 workshop were not on the board at the time of the workshop. This was not considered unusual by the Office of Board Services staff. To improve supervision, the office of the Chief of Staff for Educational Services assumed this responsibility in September 1996.

Minutes are official public records. The Texas Open Meetings Act (Subchapter B, Section 551.021) requires governing boards to make minutes or keep tape recordings of the open or public portions of their meetings. Minutes are required to "state the subject matter of each deliberation and shall indicate each vote, order, decision, or other action taken by the governmental body."

TASB recommends preparing minutes in the format described in Section 47 of *Robert's Rules of Order*.

RECOMMENDATION 5:

Prepare minutes in executive summary format and retain the audio tapes of the open or public portion of the board meetings for reference.

The board may further wish to explore establishing a video library of board meetings for public access.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent instructs the Office of Board Services to prepare minutes of regular board meetings in accordance with the Texas Open Meetings Act and Section 47 of <i>Robert's Rules of Order</i> .	January 1997
2. The superintendent instructs the Office of Board Services to record the starting time of each agenda item so that items can easily be found on the audio tapes.	January 1997

FISCAL IMPACT

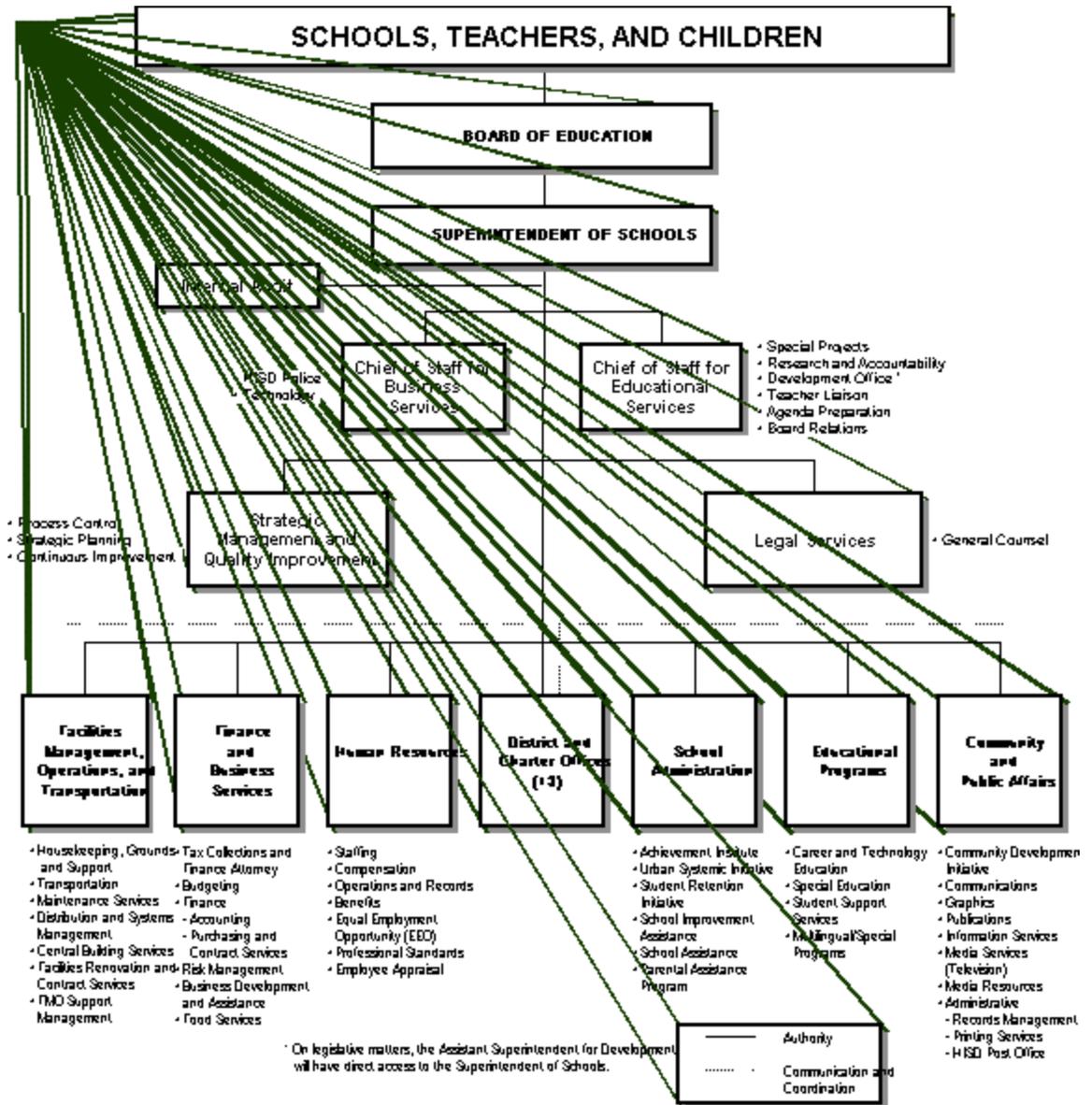
No savings are associated with this recommendation, but approximately 40 hours of staff time previously used to type, review and correct transcripts for each meeting can be redirected to more productive tasks.

Chapter 1:

B. DISTRICT ORGANIZATION

CURRENT SITUATION

Exhibit 1-6
HISD Organizational Structure Design
September 1996



Source: *Houston Independent School District, September 5, 1996*

Exhibit 1-6 reflects the district's newly adopted organizational design. Since January 5, 1995, the district's organizational structure had been in a state of flux.

Prior to adoption of the new structure, HISD was organized along three lines of management - school operations, administrative sources and financial services.

With the adoption of a new organizational structure on September 5, 1996, the district has created a structure that provides one executive-level position to assume leadership and coordination responsibilities vital to the district's business and finance operations. The new position is entitled Chief of Staff for Business Services.

FINDING

Considering that HISD's primary role is the education of students, funding priorities seem focused inward. The number of superintendent-level positions in HISD suggests "title inflation" and "position creep" among executive and management-level personnel. For example, the January 1995 organizational chart reflects two deputy superintendent positions, while the *HISD Central Office Directory* lists four deputy superintendents.

The district's practice when promoting or adding higher-paid administrative staff has been to create superintendent-level positions such as an assistant, associate, deputy superintendent or, most recently, Chief of Staff. With the adoption by the board of education of the Wyatt Study recommendations on November 16, 1995, the relationship between titles and compensation levels has changed, so the district may use titles other than "superintendent" for upper-level positions.

After reorganizing the district in September 1996, and eliminating 48 positions, 40 of which were vacant, the district reported savings of \$1.9 million. However, the district used this opportunity to create another high-level administrative position and give its existing top administrators substantial salary increases.

Exhibit 1-7 Superintendent-Level Personnel (Excluding Area Districts)

Number	Position Title	Name and Operational Area
---------------	-----------------------	----------------------------------

1	Superintendent of Schools	
2	Executive Deputy Superintendents	<ul style="list-style-type: none"> • Administration (unfilled) • School Operations
1	Chief of Staff	
4	Deputy Superintendents	<ul style="list-style-type: none"> • Educational Programs (unfilled) • Finance • Human Resources • School Administration
3	Associate Superintendents	<ul style="list-style-type: none"> • Community and Public Relations • School Planning (unfilled) • School Operations
25	Assistant Superintendents	<ul style="list-style-type: none"> • Internal Audit • Accounting • Administration and Systems Management • Admin. Training/Development/Assessment • Affirmative Action • Benefits • Budgeting and Financial Planning • Career and Technology Education • Communications (unfilled?) • Community Development Initiatives • Curriculum and Instructional Development (unfilled) • Exceptional Education • Special Programs • Student Services • Facilities/Grounds/Support Services • Maintenance Services • Field Services (unfilled) • Food Services • H.R. Information Management • Staffing and Recruitment • Policy Analysis and Development • Purchasing • Research and Evaluation • Transportation • Technology and Information Services

36	Total executive-level superintendent FTEs in central office serving a student population of 206,936 through 272 school sites and a staff level of 22,335 employees.
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Source: HISD Central Office Directory, 1996

The chain-of-command in an organization is the network through and by which work is communicated and achieved. Organizations that are decentralizing cannot maintain the same level and number of executive-level positions as a centralized organization. To maintain a tight communication network, the layers of executive-level positions must be flattened so that line employees have direct access to decision makers.

HISD's revised organization consists of three basic levels: central, area district offices, and school sites.

Within all three of these levels, there are numerous offices that perform similar or related tasks. For example, in the area of special education, various tasks are performed at all three levels of HISD's administration:

- **Central** - special education office coordinates local, state, and federal program mandates.
- **Area District Offices** - special education office provides direct support and consultation to school-site personnel and coordinates and conducts individual education plans (IEPs).
- **School Sites** - special education personnel provide direct services to children, such as speech and/or physical therapy.

Confusion can occur when an individual seeks information starting at the school level and is referred to various contact points within the chain-of-command. If the individual does not receive a satisfactory response, it is easy to conclude that there are too many administrative layers.

This finding confirms a perception frequently expressed in community input and surveys conducted by the review team. Typical comments included:

- **TSPR Quality and Efficiency Survey** - "[W]hen HISD can learn how to weed out its ... bloated bureaucracy, they can begin to get some respect from the citizenry. If they can begin to downsize and become more efficient we will vote more taxes, but not if it's just throwing good money after bad. We need people who know how to run a business ... efficiently."
- **Community Leader Survey** - "Reduce administrative staff, middle management and the central bureaucracy."

- **Teacher Survey** - "Too much administration and middle management; too much red tape."
- **Administrator Survey**-- "Too many layers of bureaucracy. Campus and student needs are lost in the process of going from one administrator to another." "The district has too many bosses and (is) asking too much of a few employees."

RECOMMENDATION 6:

Reduce the levels of administration between line staff and the superintendent.

At a minimum, the review team concludes that 15 to 20 superintendent-level positions should be reduced in rank or eliminated. HISD should examine the chain-of-command and substantially reduce the administrative layers between the superintendent and line employees such as school principals and support supervisors.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent recommends position titles that match the adopted organizational structure to the board.	October 1996
2. Human Resources Department revises all job descriptions as appropriate.	November 1996
3. Superintendent recommends to the board a staffing plan to match the adopted organizational structure.	January 1997
4. Full implementation of central office staffing.	February 1997

FISCAL IMPACT

A reduction of 15 positions, at an average superintendent salary of \$84,888, is estimated to generate savings of \$1,273,320. Due to implementation at mid-year, 1996-97 savings are based on one-half year savings.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Reduce levels of administration	\$636,660	\$1,273,320	\$1,273,320	\$1,273,320	\$1,273,320

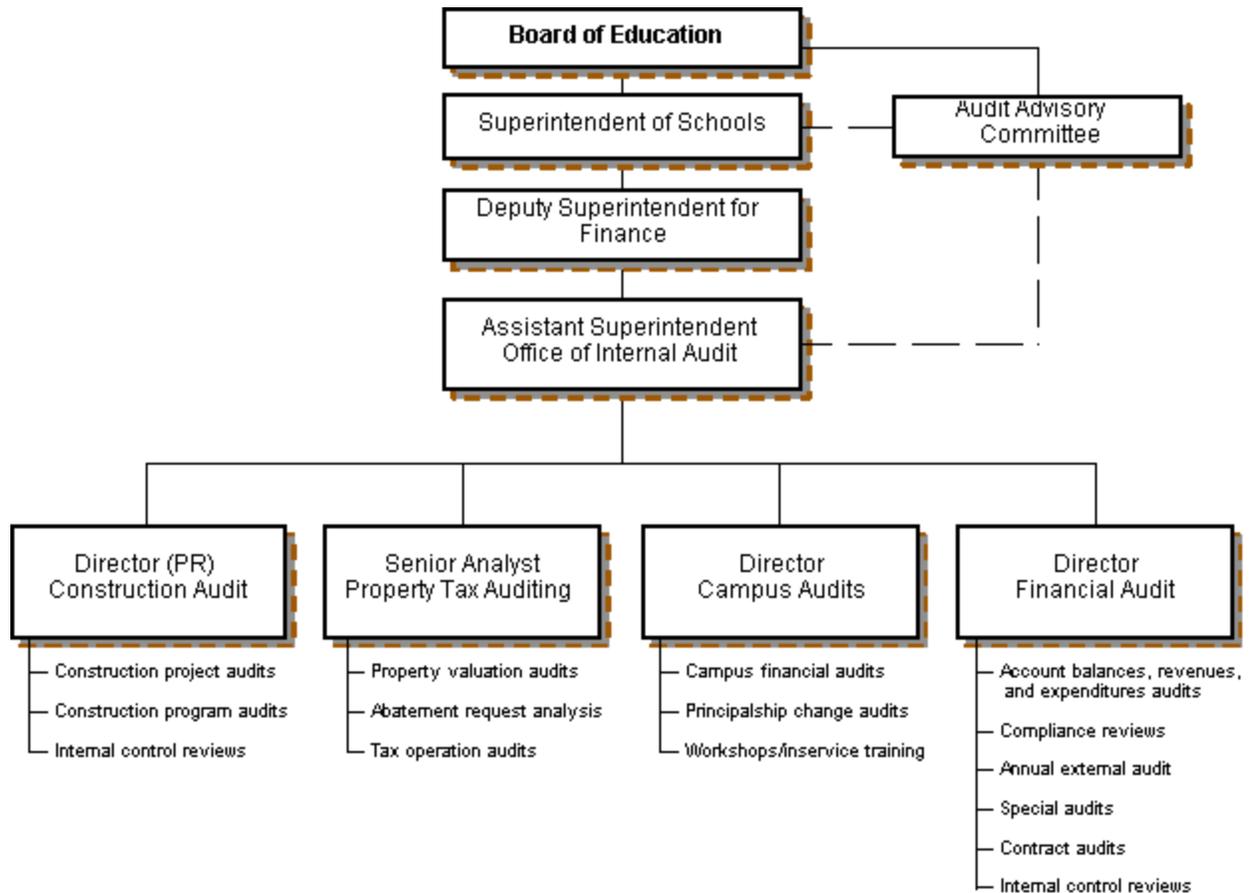
Internal Management and Control

CURRENT SITUATION

The Internal Audit Department reports directly to the deputy superintendent for Finance and Business Administration. The overview stated in the Internal Audit Department's *1995-1996 Audit Plan* reads:

The Office of Internal Audit acquired responsibility for school audits with the reorganization of February 2, 1987. On February 13, 1988, the District initiated a Department of Property Tax Auditing. A Department of Construction Auditing was added in 1993. The four distinct areas of auditing are the Department of Financial Auditing, Campus Audits Department, Department of Property Tax Auditing, and Construction Auditing Department. The staff is supported by six Certified Public Accountants, three of which are also Certified Fraud Examiners, one certified tax professional, twelve other accounting professionals, four of which are Certified Fraud Examiners, two Certified Internal Auditors, one Certified Information Systems Auditor, and three support personnel. Five of the accounting professionals have MBA degrees. One Construction Auditor position is being held vacant pending the passage of phase B of Project Renewal.

**Exhibit 1-8
HISD Internal Audit Department Organization**



Source: HISD Internal Audit Department, April 1996

The Office of Internal Audit bases its audit decisions on:

- Financial exposure, including potential loss and risk and the overall internal control environment;
- Results and dates of prior audits;
- Requests from management (these require flexibility in scheduling and are generally unanticipated);
- Requests from vendor and district patrons (these require flexibility in scheduling, and are unanticipated);
- Major changes in operations, programs, systems, or controls;
- Analytical reviews; and
- Changes to and capabilities of the audit staff.

The Office of Internal Audit's scope of responsibilities shows the projects for 1995-96 as listed in the *1995-1996 Audit Plan*.

Exhibit 1-9
Office of Internal Audit Projects
1995-96

Projects	Rationale
<p>Assistance to external auditors on annual audit</p>	<p>Typical areas scheduled for audit participation include:</p> <ul style="list-style-type: none"> • Federal compliance testwork • Child Nutrition Program substantive and compliance testwork • Purchase orders and cash disbursements testwork • Payroll compliance testwork • Accumulated sick leave testwork • Search for unrecorded liabilities • Other liabilities • Analytical review of revenues and expenditures • Foundation Program revenue • General Fixed Assets
<p>Technology Infrastructure Project</p>	<ul style="list-style-type: none"> • The Office of Internal Audit has been aggressively involved in providing services to ensure the success of these initiatives. This includes: • Infrastructure design • WAN implementation • SASI implementation • WAN applications • Security and Control Reviews • Periodic Project Review
<p>Periodically update changes in system documentation in the following areas:</p> <ul style="list-style-type: none"> • Purchasing and Cash Disbursements • Payroll/Personnel • Cash Receipts • Capital Expenditures 	<ul style="list-style-type: none"> • Provides as a service to district management. • Provides a thorough understanding of the system. • Assists in tailoring audit programs. • Updates will occur after implementation of WAN and

	applicable applications.
<p>Audits of major transaction cycles for the entire fiscal period using both statistical and nonstatistical sampling, as appropriate in the circumstances. Major transaction cycles include:</p> <ul style="list-style-type: none"> • Purchasing/Payables/Cash Disbursements • Payroll/Personnel System • Revenue 	Significant areas. Coverage scheduled annually.
Audits of selected contracts	All significant contracts should be reviewed from time to time. Subject to staff availability.
<p>Inventories at:</p> <ul style="list-style-type: none"> • Central Warehouse • Food Service Fund • Warehouse • Leased Facility 	Significance of areas to both outside auditors and district management.
Analytical tests and reviews	<ul style="list-style-type: none"> • To assist in audit planning for the balance of the fiscal period. • To detect significant variances within a reasonable time period after they occur.
Other audit projects as the need arises including fraud audits and litigation support services. The department frequently receives requests from management to perform audits in several areas. Each request is reviewed, and audits are scheduled based on the criticality of need, risk exposure, and available staff.	From time-to-time, members of management have a critical need for services in problem areas. Our schedule requires flexibility to accommodate these requests.
Review of State Comptroller's assignment of school district taxable wealth as of January 1, 1995. Review must be completed by March 1, 1996.	Accuracy of assigned wealth is critical to HISD's revenue position and local fund assignment for the 1996-1997 fiscal year. This is a revenue enhancement audit.
Monitoring tax rolls for 1995 and 1996	Internal Audit has routinely performed

	this function over the past several years. These are revenue enhancement audits.
Special reviews relating to TIF zones, abatements, tax roll inquiries, freeport exemptions, etc.	As requested
Conduct Tax Office Reviews	Operational Review
180 elementary school audits are scheduled to be conducted during the summer months of 1996, plus ROTC, Athletic Ticket Sales Audits, and Worthing Sheltered Workshop.	Annual audits are conducted during summer months.
Audits of activity funds of 26 high schools and 33 middle schools and ten special purpose schools.	Annual audits are conducted throughout the fiscal year.
Principalship change audits	Performed as required
Other audits as the need arises	Performed as required
Develop recommended contract changes for Project Manager - Phase B.	Operational Review
Develop recommended contract changes for Architect/Engineer - Phase B.	Operational Review
Develop recommended contract changes for General Contractor - Phase B.	Operational Review
Develop recommended operating procedures and guidelines - Phase B.	Operational Review
Perform operational audit of Project Renewal's Management.	Operational Review
Complete operational audits of Project Management Firms.	Operational Review
Conduct project construction audits.	As scheduled. Anticipates completing not less than 12 project and cost control audits.

Source: Internal Audit Department 1995-1996 Audit Plan

FINDING

Elementary school campus activity funds are audited by department interns every summer based on documents submitted by elementary school administrators. The audits are reviewed by the director and the manager of campus audits.

COMMENDATION

The district has found a cost-effective way to perform activity fund audits while also providing a valuable community service for interns from area colleges.

FINDING

Internal Audit performs up to 40 percent of the tasks required in the annual external audit performed by the accounting firm Deloitte & Touche L.L.P. According to materials provided by the Internal Audit Department, Internal Audit had traditionally provided assistance to the external auditors in several areas. As stated in the American Institute of Certified Public Accountants' [State of Auditing Standards], No. 65, *The Auditor's Consideration of the Internal Auditor Function in an Audit of Financial Statements*, the external auditors must annually review the competence and objectivity of the internal auditors and perform certain tests of the work performed by the internal auditors. Some of the work reviewed, tested, and accepted by the external auditors may be part of Internal Audit's regular assignments. These areas typically include activity fund audits, inventory observations, payroll testwork, cash disbursements testwork, and year-end cut-off work. Most department staff work directly with the external auditors on assigned issues.

COMMENDATION

The Internal Audit Department is commended for working closely with the external auditor and reducing district costs.

The Internal Audit Department has reduced the cost of the external audit from \$300,000 per year to about \$100,000 per year by assisting the external auditors.

FINDING

The Internal Audit Department is sometimes required to audit activities within the Finance and Business Administration Departments. This gives the appearance of a conflict of interest, reducing the credibility of audit findings and recommendations and possibly impairing the department's effectiveness.

Neither the superintendent nor the board have direct access to ongoing program review and auditing capabilities.

RECOMMENDATION 7:

Change the reporting relationship of the Internal Audit Department from the deputy superintendent of Finance and Business Administration to the superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent changes the reporting relationship of the Internal Audit Department.	January 1997
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FISCAL IMPACT

This recommendation would result in no additional costs.

Chapter 1:

C. AREA DISTRICT AND SCHOOL MANAGEMENT

CURRENT SITUATION

In 1990, HISD's Board of Education decided to decentralize the education system to focus more of the district's resources and services on the classroom. With the assistance of the Houston Business Advisory Council (HBAC), a plan to reorganize the district's entire organizational structure was developed.

In spring 1995, the superintendent of schools appointed the Task Force on District Decentralization - a group of selected staff members, volunteers, and consultants from the business community - to help the HBAC study how HISD operates. The task force undertook a comprehensive survey of HISD services and attempted to assess their impact on schools. The Commission on District Decentralization, a group of representative community leaders, was also formed to review task force recommendations on restructuring.

As a direct result of task force recommendations, HISD schools were reorganized under a new system of management units based on vertical teams of schools under area district offices. Each area district constituted a vertical team of elementary, middle, and high schools. The intent was that these area districts and vertical teams would function as semi-autonomous school districts. Alternative schools and programs were coordinated under a separate management unit.

In January 1995, the board approved an interim reorganization of central-office functions that emphasized service to schools and the consolidation of school support functions. But several key components were not implemented due to staffing issues such as an inability to fully match personnel with position requirements. In addition, some central-office functions have continued to operate under the previous administrative reporting structure.

FINDING

The 12 area districts (11 based upon geographic regions and one for district alternative schools and programs) are responsible for ensuring that

each school is operating at optimal levels, providing appropriate and effective educational services to children.

Each area district office serves a specific geographic region (excluding districtwide alternative and charter schools) and is led by an area district superintendent. On average, each area district office has a staff of 30.22 full-time equivalents (FTEs), including 23.44 state-certified personnel and 6.67 classified personnel. Each area district serves an average of 18,218 pupils with a reported average annual budget of \$1,799,637.

Averages for the area districts, however, do not tell the full story. **Exhibit 1-10** illustrates the high and low expenditures per student reported by area offices:

Exhibit 1-10
HISD Area Districts
High and Low Variance
1995-1996

	Low	Average	High
Number of pupils	12,184	30,084	17,790
Number of schools	13	29	22
Number of district office employees	21	40	31
Budget (all funds)	\$1,486,029	\$2,719,213	\$1,799,637

Source: Role and Function of Administrative Districts Survey, Coopers & Lybrand L.L.P., 1996

To quantify the degree of variance, the review team made several calculations:

Exhibit 1-11
HISD Area Districts
Staff and Spending Variances
1995-1996

	Low	Average	High
District office dollar resources per pupil	\$84.66	\$167.01	\$101.44
Teacher to pupil ratio	1 : 16.2	1 : 18.9	1 : 17.7
Ratio of district staff to pupils	1 : 399.0	1 : 752.1	1 : 569.7
Ratio of district staff to school sites	1 : 0.5	1 : 1.4	1 : 0.7
Ratio of district staff to school site teachers	1 : 22.2	1 : 45.4	1 : 32.2

Ratio of district staff to school site personnel	1 : 36.7	1 : 81.5	1 : 53.4
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Source: *Role and Function of Administrative Districts Survey, Coopers & Lybrand L.L.P., 1996 and the HISD 1995-96 Budget*

**Exhibit 1-12
HISD Area Districts
Staff and Spending Comparison
1995-1996**

	Area Districts										
	Central	East	North	North Central	Northeast	Northwest	South	South Central	Southeast	Southwest	West
District office dollar resources per pupil	\$121.54	\$84.98	\$167.01	\$100.53	\$113.80	\$116.07	\$97.91	\$84.66	\$99.51	\$77.31	\$89.72
Teacher pupil ratio	1:17.5	1:17.8	1:17.9	1:17.1	1:16.2	1:18.0	1:16.9	1:17.2	1:18.4	1:18.7	1:18.9
Ratio of district staff to pupils	1:435.1	1:556.9	1:471.9	1:503.6	1:733.5	1:399.0	1:566.9	1:692.0	1:597.3	1:752.1	1:598.2
Ratio of district staff to school sites	1:0.5	1:0.7	1:0.5	1:0.8	1:1.4	1:0.5	1:0.7	1:0.9	1:0.5	1:0.7	1:0.6
Ratio of district staff to school site teachers	1:24.9	1:31.3	1:26.3	1:29.5	1:45.4	1:22.2	1:33.5	1:40.2	1:32.4	1:40.2	1:31.6
Ratio of district staff to school site personnel	1:39.1	1:53.2	1:43.1	1:49.8	1:81.5	1:36.7	1:57.0	1:67.7	1:53.1	1:64.3	1:50.3

Source: *Role and Function of Administrative Districts Survey, Coopers & Lybrand L.L.P., 1996 and the HISD 1995-96 Budget*

The exhibits above suggest district-to-district inequities.

**Exhibit 1-13
HISD Area District Survey Data Summary
1995-1996**

Area District	Number of			Budget (all funds)
	Pupils*	Schools *	Area District Employees (FTE)	
Central	12,184	14	28.0	\$1,480,898
East	20,047	24	36.0	1,703,638
North	16,281	18	34.5	2,719,213
North Central	16,619	25	33.0	1,670,764
Northeast	15,404	29	21.0	1,753,108
Northwest	13,366	17	33.5	1,551,493
South	18,991	25	33.5	1,859,449
South Central	18,683	24	27.0	1,581,759
Southeast	14,932	13	25.0	1,486,029
Southwest	30,084	29	40.0	2,325,710

West	18,544	19	31.0	1,663,945
Totals	195,135	237	342.5	\$19,796,006

* Excludes Alternative, Charter, and Other Schools. The area office in charge of alternative, charter, and other schools was excluded because it serves districtwide needs and special student populations and does not limit its administrative services to schools within a prescribed geographic area. In short, it is not comparable on the same basis as the other 11 area district offices.

Source: Role and Function of Administrative District Survey, Coopers & Lybrand L.L.P., 1996 and the HISD 1995-96 School Budget

It should be noted that fixed costs may distort the ratios or per pupil expenditures to some degree. For example, the rent for one area facility may be higher or lower than the rent for another. However, staffing ratios remain the key determinant when examining these inequities. Inequities in the allocation of funds to area district offices limit the area district's ability to ensure that each school is operating at optimal levels.

HISD provides guidelines to the area district offices for developing annual budgets. The budget development guidelines for 1996-97 were issued in April 1996. There are four major allocation categories for each district office budget:

1. A district office staffing allocation;
2. A per pupil and fixed allocation;
3. A special need position to school allocation; and a
4. Discretionary special needs allocation.

Category one allocations for district office staffing are authorized for 1996-97 as shown in **Exhibit 1-14**.

Exhibit 1-14
Authorized Allocations for District Office Staffing
1996-97

Position Title	Number of Positions	Type *
District superintendent	1	ND
Executive director	1	ND
Executive secretary	1	ND
Clerks	2	D

Custodian	Based on Formula	
Special education director	1	D
Attendance specialist	$(4/TE \times DE) + 1$	D
Bilingual instruction supervisor	(.5 to Alternative District and 3 allocated to top 4 bilingual served ADA districts)	
Content area specialist	$(38/TE \times DE)$	D
Grants:		
SR1 (Drug Free counselor)	1	ND
Chapter 1 supervisor	1	ND
* Type		
ND = Non Discretionary	DE = District Enrollment	
D = Discretionary	TE = Total Enrollment	

Source: HISD Department of Budgeting and Financial Planning, April 1996

In category two, per pupil allocations are based on a percentage of the area district office's enrollment to the total HISD enrollment. Expenditure categories in the allocation include items such as general supplies, fees, student travel, bus transportation for bands, staff development, etc. Fixed allocations in category two include items such as car allowance, clerical overtime, car phones, equipment rental, out of district travel, fine arts stipends and custodial overtime.

Category three provides a flat \$10 per pupil per area administrative office for special positions needed at schools. These special provisions are allocated to address known problems such as gang activity. The funds are allocated to the area district offices which, in turn, transfer the positions to the identified school sites.

Category four provides an additional \$10 per pupil per area administrative office. This allocation is for unknown and unanticipated special needs that may emerge during a school year.

The guidelines are explicit in explaining the distribution formula used to allocate funds in these four categories to area district offices. The Department of Budgeting and Financial Planning reports that the total amount of funds allocated to area district offices in the adjusted 1996-97 budget is based upon *budgeted* rather than *actual* expenditures in prior years.

RECOMMENDATION 8:

Analyze disparities in dollar resources and staffing of area district administrative offices.

Dollar resource allocation standards should be revised to ensure greater equity among the 11 area districts.

The use of resources will, and indeed should, vary among area districts so administrators can respond to the unique and special needs of their respective vertical teams. The amount of dollar resources should be allocated on an equitable standard among all area districts, however, and be based upon actual rather than budgeted expenditures in prior years.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent directs Internal Audit to conduct a detailed multi-year audit of the budgeting and actual expenditures of the 12 area districts.	January 1997
2. Internal Audit develops an audit plan that, at a minimum: <ul style="list-style-type: none">• Documents all assumptions used to develop area district adjusted budget allocations and tests for validity;• Classifies and verifies all budget and expenditure data at the area district level;• Verifies that all charge codes were used appropriately; and• Recommends standards, staffing ratios, and fund allocation ratios to equitably distribute resources.	January 1997
3. Internal Audit initiates internal audit.	February 1997
4. Internal Audit submits findings and recommendations to the superintendent.	March 1997
5. Superintendent directs implementation of approved recommendations for next fiscal year.	April 1997

FISCAL IMPACT

This recommendation would result in no additional costs.

FINDING

The review team surveyed each area district superintendent to gather basic information on the number of schools in each district, pupils, staff members, and their total budgets (all funds). In addition, superintendents were asked to identify the role and functions that staff members performed. The basic information provided by the area superintendents was compared with other source documentation such as the HISD 1995-96 School Budget, HISD Budgetary Development and Control data, and Public Education Information Management System (PEIMS) data.

The review team found no significant variances found among these data sources on the number of school sites and pupils given the different times of the year this information was reported. There were, however, substantial variations among data sources on appropriations to the area district offices.

Exhibit 1-15
Comparison of Source Information On Cost of 11 Area Districts
1995-96

Source	Amount Reported
HISD appropriation documents - Budgetary Development and Control *	\$7,769,870
District superintendent reports on the Role and Function of Administrative District Survey, Coopers & Lybrand L.L.P., 1996	\$19,796,006
HISD payroll data system (payroll costs only)	\$14,569,970
* This total is for the 11 area district offices. It excludes costs of executive deputy office and alternative district office.	

Source: HISD appropriation documents - Budgetary Development and Control, and Role and Function of Administrative District Survey, Coopers & Lybrand L.L.P., 1996

A more longitudinal examination of administrative costs using HISD appropriation documents provides additional insights into the historical costs of creating and maintaining area administrative offices.

Exhibit 1-16 shows the number and costs of area district offices from 1990-91 to the present. In 1990-91, there were 14 area district offices. From 1991-92 to 1993-94, the number of area district offices shrunk to seven, before increasing to 12 as part of decentralization in 1994-95.

Exhibit 1-16
Area District Office Appropriations
May 1996

Area District	Location Code	Actuals 1990-91	Actuals 1991-92	Actuals 1992-93	Actuals 1993-94	Actuals 1994-95
Executive Deputy Office	600	\$651,573	\$534,236	\$531,997	\$843,404	\$959,054
Northwest	601	321,619	537,449	621,859	782,525	1,265,665
Southeast	602	341,855	508,903	555,715	613,593	895,028
North	603	315,610	591,402	601,773	834,319	1,093,542
East	604	305,789	519,424	554,575	624,832	1,147,647
West	605	318,879	408,739	552,570	585,403	993,782
Central	606	320,276	542,431	605,439	698,108	1,089,199
Alternative	607	320,014	417,425	591,328	609,045	739,034
South Central	608	317,417				145,125*
South	609	330,085				200,120*
North Central	610	329,373				181,842*
Southwest	611	328,962				187,051*
Northeast	612	327,081				570,869*
Charter	613	302,501				
District XIV	614	322,248				
Total		\$5,153,282	\$4,060,059	\$4,615,256	\$5,591,229	\$9,467,958
* Partial-year appropriations						

Source: HISD Budgetary Development and Control, May 1996

In isolating the costs of only the 11 area district offices, the review team excluded the costs of the executive deputy office, the alternative school office and the charter school office from the following total appropriations for the five-year period 1990-91 through 1994-95.

Exhibit 1-17
Eleven Geographic Area District Office Appropriations
May 1996

Area District	Location Code	Actuals 1990-91	Actuals 1991-92	Actuals 1992-93	Actuals 1993-94	Actuals 1994-95
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Northwest	601	321,619	537,499	621,859	782,525	1,265,665
Southeast	602	341,855	508,903	555,715	613,593	895,028
North	603	315,610	591,402	601,773	834,319	1,093,542
East	604	305,789	519,424	554,575	624,832	1,147,647
West	605	318,879	408,739	552,570	585,403	993,782
Central	606	320,276	542,431	605,439	698,108	1,089,199
South Central	608	317,417				145,125*
South	609	330,085				200,120*
North Central	610	329,373				181,842*
Southwest	611	328,962				187,051*
Northeast	612	327,081				570,869*
District XIV	614	322,248				
Total		\$3,879,194	\$3,108,398	\$3,491,931	\$4,138,780	\$7,769,870
* Partial-year appropriations						

Source: HISD Budgetary Development and Control, May 1996

**Exhibit 1-18
Summary of Annual Changes in Appropriations**

Area District	Actuals	Actuals	Actuals	Actuals	Budget
	1991-92	1992-93	1993-94	1994-95	1995-96
Total Appropriations	\$3,879,194	\$3,108,398	\$3,491,931	\$4,138,780	\$7,769,870
Yearly aggregate % change		(19.9%)	12.3%	18.5	87.7%
Yearly dollar difference		(770,796)	\$383,533	\$646,849	\$3,631,090

Source: HISD Budgetary Development and Control, May 1996

If 1991-92 is used as the base year, the appropriations to support administrative offices grew by \$3,890,676, a 100-percent increase, compared to the Consumer Price Index, which rose 11.75 percent between 1991 and 1995.

Comparing the appropriations for only the six area district offices that existed on a continuous basis from the period 1991-92 through 1995-96, namely Northwest, South Central, North, East, West, and Central, shows the following:

Exhibit 1-19
Geographic Area District Office Appropriations
1991-92 through 1995-96

Area District	Location Code	Actuals 1991-92	Actuals 1992-93	Actuals 1993-94	Actuals 1994-95	Budget 1995-96
Northwest	601	\$321,619	\$537,499	\$621,859	\$782,525	\$1,265,665
Southeast	602	\$341,855	\$508,903	\$555,715	\$613,593	\$895,028
North	603	\$315,610	\$591,402	\$601,773	\$834,319	\$1,093,542
East	604	\$305,789	\$519,424	\$554,575	\$624,832	\$1,147,647
West	605	\$318,879	\$408,739	\$552,570	\$585,403	\$993,782
Central	606	\$320,276	\$542,431	\$605,439	\$698,108	\$1,089,199
Total		\$1,924,028	\$3,108,398	\$3,491,931	\$4,138,780	\$6,484,863

Source: HISD Budgetary Development and Control, May 1996

Exhibit 1-20
Summary of Yearly Changes in Appropriations
Area Districts
1991-92 through 1995-96

Area District	Actuals 1991-92	Actuals 1992-93	Actuals 1993-94	Actuals 1994-95	Budget 1995-96
Total Appropriations	\$1,924,028	\$3,108,398	\$3,491,931	\$4,138,780	\$6,484,863
Yearly aggregate % change		61.6%	12.3%	18.5%	56.7%
Yearly dollar difference		\$1,184,370	\$383,533	\$646,849	\$2,346,083

Source: HISD Budgetary Development and Control, May 1996

In the six area district offices that have existed from 1991-92 through 1995-96, appropriations to support administrative operations grew by \$4,560,835, or 237 percent.

Exhibit 1-21
Differences In Reported Dollar Resources
Area District Offices
1995-96

		As Reported By		
Area District	Location Code	HISD Budgetary Development and Control	Area District Superintendents	Variance
Northwest	601	\$1,265,665	\$787,016	(\$478,649)
Southeast	602	\$895,028	\$1,150,973	\$255,945
North	603	\$1,093,542	\$2,719,213	\$1,625,671
East	604	\$1,147,647	\$534,265	(\$613,382)
West	605	\$993,782	\$317,126	(\$676,656)
Central	606	\$1,089,199	\$1,480,898	\$391,699
South Central	608	\$145,125	\$533,007	\$387,882
South	609	\$200,120	\$1,859,449	\$1,659,329
North Central	610	\$181,842	\$462,577	\$280,735
Southwest	611	\$187,051	\$2,325,710	\$2,138,659
Northeast	612	\$570,869	\$787,016	\$216,147
Total		\$7,769,870	\$12,957,250	\$5,187,380

Source: HISD Budgetary Development and Control, May 1996.

As of May 1996, according to payroll data, the 11 area district offices were staffed with 349 individuals at a base salary cost of \$14,569,970 during fiscal 1996. The typical area district office was staffed as shown in **Exhibit 1-22**.

Exhibit 1-22
Typical HISD Area District Staffing
May 1996

	No. of FTEs	Average Base Salary Per FTE	Total Salary Cost

Area district superintendent	1	\$84,888.52	\$84,888.52
Instructional supervisor	4.25	\$50,044.95	\$212,691.04
Instructional supervisor - bilingual	1	\$44,175.17	\$44,175.17
Counselor	1.25	\$47,865.37	\$59,831.71
Evaluation specialist	6.4	\$38,682.10	\$247,565.44
Coordinator - special education	4.2	\$50,044.95	\$210,188.79
Director - special education	2	\$49,566.97	\$99,133.94
Attendance specialist	1.16	\$37,409.64	\$43,395.18
Nursing consultant	1	\$39,664.09	\$39,664.09
Parent involvement specialist	1	\$48,951.29	\$48,951.29
Unclassified	2.25	\$45,394.82	\$102,138.35
Secretary	1	\$28,411.86	\$28,411.86
Clerk	1.75	\$21,887.51	\$38,303.14
Average base salary cost per area district		\$1,259,338.52	

Source: HISD Payroll Data, May 1996.

Other positions in one or more, but not all, area district offices include educational diagnosticians, school psychologists and word processors as shown in **Exhibit 1-23**.

Exhibit 1-23
Other HISD Area District Positions
May 1996

	Average Base Salary Per FTE
Educational diagnostician	\$34,689.80
Director	\$49,368.00
Special assignment	\$56,155.50
Associate school psychologist	\$36,884.33
Temporary assignment (399)	\$37,434.00
Plant operator 1	\$22,457.40
Social worker	\$40,613.00
Account clerk	\$15,137.50

Teacher	\$34,873.02
Assistant principal	\$50,112.57
Coordinator - district office	\$54,264.00
Teacher aide	\$10,916.67
Word processor	\$20,800.00
Psychologist	\$39,620.97
Customer service representative	\$32,361.14
Custodian	\$16,337.38

Source: HISD Payroll Data, May 1996.

This information is provided to illustrate the type, variety, and average salaries of positions in the 11 area district offices.

The figures reveal a challenge facing HISD. Conflicting reports in different formats are not easily understood by administrators, teachers and parents untrained in accounting or finance. Without clear data, educational leaders cannot use data effectively to make policy and reach decisions. This is especially true in a decentralized school district attempting to place decision-making as close as possible to teachers and students in the classroom.

RECOMMENDATION 9:

Maintain and disseminate consistent and accurate information to all stakeholders broken out by programs, functions and where services are delivered.

The financial information system should provide financial information on 100 percent of HISD's general ledger and should generate budget and actual expenditure information by location (central office, area district offices, and school sites). The information should reflect budget and actual expenditures by function (instruction, operations, administration and so on), by program (general, special, Bilingual, Title/Chapter 1 and 2 and similar programs), and by location (point-of-service). Since district budget data is clearly public information, these reports should be easily accessible via the Internet.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent directs the executive deputy superintendent for administration to implement a financial information systems package.	January 1997
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2. Executive deputy superintendent for administration directs appropriate staff in Finance Services to survey available programs in the market.	February 1997
3. Executive deputy superintendent for administration presents findings to the Business Advisory Committee.	March 1997
4. Superintendent recommends the board approve the Business Advisory Committee's findings.	April 1997
5. Board authorizes superintendent to proceed.	April 1997
6. Implementation begins.	May 1997

FISCAL IMPACT

By making information available on the Internet, the district will save taxpayers the cost of open records request.

In addition to the cost of a new financial management system, which is already budgeted, HISD should purchase software to implement this recommendations at a cost of \$3,000. Annual Maintenance is estimated to cost \$1,000.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Provide consistent and accurate financial information	(\$3,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

FINDING

Area district superintendents said decentralized fiscal services should be improved. Principals and school secretaries said they are not confident performing many of the business functions required to run a school under decentralization such as monitoring expenditures, processing budget adjustments and developing budget projections. These are tasks that require individuals trained in budgeting and accounting.

Currently, there are 12 budget analysts (including two part-time analysts) assigned to the Finance Department. However, only seven provide services to area district operations from a central location.

The duties of a budget analyst include:

- Providing budgetary and financial support to the area district offices and their respective campuses regarding district, federal, state, and local requirements.
- Assisting area district offices and respective schools in developing, implementing, and monitoring their budgets based on compliance with the Texas Education Agency (TEA) guidelines, district policies and procedures, and governmental fund accounting regulations.
- Analyzing, interpreting and maintaining historical data on budget document files, financial and personnel transactions for districts and 40 to 50 schools.
- Researching, analyzing, and resolving finance staffing related problems with Finance, Human Resources, and other school operations departments.
- Verifying, recommending, and reconciling fund allocations based on approved staffing allocation.
- Preparing comprehensive analysis of expenditures to accurately project and report total expenditures.
- Assisting with the annual budget preparation and other related financial reports.

The analysts serve as the primary support for principals in most school-level business functions, with day-to-day supervision assigned to area district superintendents.

RECOMMENDATION 10:

Relocate 12 budget analysts to each of the 12 area district offices and modify their responsibilities.

The central office Finance Department should continue technical supervision for compliance with district fiscal standards and procedures.

Since the budget analysts will report directly to the area district superintendent, the quality and reliability of financial information will be substantially improved to reflect actual resources available. Placing the information on financial resources in the hands of each area district superintendent will underscore HISD's commitment to decentralization.

The budget analysts would become business managers for each area district's schools. Their responsibilities would include budget development, requisition approval, problem resolution, receiving, financial statements, reimbursement approval, and other financial duties as required. This arrangement would allow principals to spend more time on the educational and community aspects of school leadership and less time on accounting.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent directs staff to deploy budget analysts from the Finance Department to each of the 12 area district offices.	January 1997
2. The Human Resources Department revises job description to clarify chain-of-command.	March - April 1997
3. Area district superintendents arrange for office space, telephone service, desk, and file space. Office equipment such as desks, chairs, and files can be transferred from central office to area district offices.	January 1997
4. Location codes for the 12 budget analysts are changed to reflect new location assignments.	January 1997
5. Specific area district office assignments shall be made in accordance with existing HISD policy, rules, and regulations regarding lateral transfers.	February 1997
6. Deployment begins.	May 1997

FISCAL IMPACT

This recommendation can be accomplished with no additional cost to the district.

FINDING

Personnel recruitment, selection, and assignment of state-certified and classified positions are tasks that require trained and experienced individuals. Currently, 12 positions are assigned to the Human Resources Department. However, only six provide recruitment services for instructional personnel in schools.

The duties of a personnel specialist include:

- Designing a program to select and assign the best-qualified teachers and classified personnel.
- Interviewing applicants.
- Recommending all assignments, transfers, dismissals, and promotions.
- Obtaining necessary information on applicants' employment history.
- Maintaining adequate personnel records.
- Administering the district's leave-of-absence policies.
- Preparing and distributing recruitment materials in cooperation with various professional staff members.

- Conferring with principals to determine needs for teachers in various subject fields.
- Enrolling participants in the district's benefits plan and the Texas Teacher Retirement System.
- Coordinating recruitment with college and university schools of education and college placement offices.
- Attending regular district meetings to improve communication, cooperation, and planning.
- Counseling and advising applicants, probationary, and continuing contract personnel.
- Performing other related duties as assigned.

RECOMMENDATION 11:

Relocate 12 central office employees providing recruitment services to each of the 12 area district offices.

Assign day-to-day supervision responsibilities to the area district superintendents. Retain technical supervision for job announcements, job classification, salary level, and criminal history, and background checks with the appropriate unit within the Human Resources Department.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent directs staff to deploy personnel specialists from the Human Resources Department to each of the 12 area district offices.	January 1997
2. Area district superintendents arrange for office space, telephone service, desk and file space. (Office equipment such as desks, chairs, and files can be transferred from central office to area district offices.)	January 1997
3. Location codes for the 12 personnel specialists changed to reflect new location assignments.	January 1997
4. Specific area district office assignments made in accordance with existing HISD policy, rules, and regulations regarding lateral transfers.	February 1997
5. Revise job description to clarify chain-of-command (divide technical and day-to-day supervision).	March - April 1997
6. Deployment begins.	May 1997

FISCAL IMPACT

The district incurs no additional costs.

C. AREA DISTRICT AND SCHOOL MANAGEMENT

CURRENT SITUATION

Texas Education Code Sections 11.251(b) and 11.251(d) require all Texas school districts to adopt a policy and have administrative procedures to establish a campus planning and decision-making process. The campus-level planning and decision-making committees are to be composed of professional staff, parents of students enrolled in the district, community members, and business representatives. Various subsections of TEC Section 11.251 require these committees to hold at least one public meeting per year, establish policies and procedures to ensure systematic communication with stakeholders, and address the areas of planning, budgeting, curriculum, staffing patterns, staff development, and school organization.

Other Education Code sections require specific actions by campus-level committees:

- Section 39.094(b) requires campus-level committees to determine the use of funds awarded to a school under the Texas Successful School Awards System.
- Section 21.451(b) requires all staff development to be developed and approved by the campus-level committee.
- Section 11.252(d) requires the district to biennially evaluate its decision-making and planning policies, procedures and staff development activities related to campus-level decision-making and planning to ensure that they are structured effectively and have a positive impact on student performance.

Site-based budgeting, while not a statutory requirement, is highly recommended by the TEA in its *Financial Accountability System Resource Guide*. Site-based budgeting is viewed as a strategy that the superintendent, in collaboration with the school board, can use to develop the district's annual budget. This strategy requires a budget classification system that separates budget responsibilities between campus and district levels.

FINDING

HISD adopted policies and administrative procedures governing the establishment and maintenance of shared decision-making committees (SDMC) at each of its 272 school sites. Specifically, Board Policy 0200.000, IV B states, "A Shared Decision-Making (SDM) committee will

be established and maintained at every school in the district. Each committee will be designed to involve the professional staff, parents, community members and business representatives in establishing academic and other performance objectives of the school for each academic excellence indicator adopted in Texas Education Code, Section 39.051, and to review the district's educational goals, objectives, and major district-wide classroom instructional programs. These objectives shall address the performance of special needs students as well. The committee shall be involved in decisions related to planning, curriculum, budgeting, staffing patterns, staff development, and school organization. The committee shall approve campus staff development plans."

The composition of the SDMC requires that:

- The principal will serve as chairperson and as a member of the SDMC and will determine the committee's size.
- The SDMC's professional staff membership will consist of two-thirds classroom teachers and one-third members of the school-based professional staff.
- Classroom teacher representatives shall be nominated and elected by the school's classroom teachers.
- One non-instructional staff member (clerical, custodian, food service, or teacher aide) shall be elected to the SDMC.
- The school's parent organization (PTA/PTO) will select a minimum of two parent representatives.
- The principal will appoint a minimum of two community residents and one business representative.
- The principal has the authority to appoint additional community residents and business representatives to the SDMC who represent the greater Houston school community.

Other provisions of the policy require that:

- Minutes of the SDMC meeting shall be distributed to committee members, to each employee at that school, and shall be made available to the general public upon request.
- Each SDMC member will serve a two-year term.
- Each SDMC shall hold at least one public meeting annually following receipt of the annual campus ratings from TEA.
- The superintendent, in cooperation with employee consultation groups, shall establish procedures to consider any SDMC recommendation that affects employee wages, hours, or working conditions.

COMMENDATION

HISD is commended for adopting a policy and implementing campus-level planning and decision-making processes in all 272 schools.

FINDING

In compliance with TEC Section 11.252(d), which requires an evaluation related to campus-decision-making committees, HISD completed a report in July 1996. The report gathered information on the perceived effectiveness of the shared decision-making process at individual schools across the district. A total of 707 completed surveys were returned and can be divided into the following categories:

- 7% principals
- 13% school-based professionals
- 3% community members
- 3% assistant principals
- 6% non-instructional staff
- 1% business
- 62% classroom teachers
- 4% parents

Of the 707 respondents, 84 percent reported that they were current members of an SDMC. If a typical SDMC is composed of only nine members including a principal who has the authority to determine the size of the SDMC, the membership could consist of:

- 1 principal;
- 2 teachers;
- 1 non-instructional;
- 2 parents;
- 2 community members; and
- 1 business person.

This estimated membership would provide at least 2,448 (727 schools times nine members) individual SDMC members districtwide. **Exhibit 1-24** compares the actual respondents to the projected SDMC membership as outlined above, and provides a means of estimating the adequacy of the survey sample.

Exhibit 1-24
HISD Shared Decision-Making Committee
Membership versus Survey Sample

Projected	SDMC Members		Percent of Actual	Actual to Projected
Number	Title	Percent	Survey Responses	± Difference
1	Principal/Assistant Principal	11	10	-1
2	Teachers	22	62	+40
1	Non-Instructional	11	6	-5
2	Parents	22	4	-18
2	Community	22	3	-19
1	Business	11	1	-10
0	Other school-based professionals	0	13	+13
	Total	99	99	

Source: HISD surveys.

This analysis suggests that teachers and other school-based professionals were over represented in the survey, while substantial under representation for non-instructional employees, parents, community and business representatives may have occurred.

The reported results shown in **Exhibit 1-25** reflect a strong support for the SDMC in its operation, quality of authority, and effectiveness.

Exhibit 1-25 HISD Survey Results

Topic	Item	Question	Response
SDMC Operations	8	Are you familiar with the process for placing an item on the agenda for SDMC meetings?	92% Yes 8% No
		If yes, are you satisfied with the consideration of your request received by the SDMC?	82% Yes 18% No
	9	How often does your school's SDMC meet?	62% At least once a month
		The number of times our SDMC meets	21% More than once a month

		during the school year is:	86% Just right 9% Too few 5% Too many
	14	What capacity does the SDMC operate on your campus?	49% Advisory to the principal 51% Decision-making entity for the campus
SDMC Quality of Authority	15	Student Performance - TAAS scores	78% Ratings of excellent to good (versus fair to poor)
	16	School Improvement Plan goals and objectives	84% Ratings of excellent to good
	17	School Improvement Plan initiatives	79% Ratings of excellent to good
	18	Curriculum development and/or revision	69% Ratings of excellent to good
	19	Instructional strategies and/or methods	66% Ratings of excellent to good
	25	Budget development and oversight	70% Ratings of excellent to good
	28	Staff development	78% Ratings of excellent to good
SDMC Effectiveness	52	Our SDMC accomplished a great deal this school year.	74% Ratings of strongly agree to agree (versus disagree to strongly disagree or not sure)
	54	Our principal supports the recommendations of our SDMC.	82% Ratings of strongly agree to agree
	55	Teachers at our school support the recommendations of our SDMC.	78% Ratings of strongly agree to agree
	56	Our parents support the recommendations of our SDMC.	73% Ratings of strongly agree to agree

	57	Community members in our area support our school plan.	69% Ratings of strongly agree to agree
	58	Businesses in our community support our school plan.	66% Ratings of strongly agree to agree
	70	Our SDMC is open to new ideas from non-SDMC members.	86% Ratings of strongly agree to agree

Source: HISD Department of Research and Evaluation, "HISD Shared Decision-Making Process Survey Results, July 1996"

RECOMMENDATION 12:

Ensure a proportional representation of all SDMC members in the next evaluation of campus-level decision-making committees.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent directs the Department of Research and Evaluation to develop a process that ensures proportional representation of all segments of the SDMC membership.	January 1997
2. Department of Research and Evaluation develops a process.	March 1997
2. Department of Research and Evaluation conducts new survey.	May 1997

FISCAL IMPACT

No costs are associated with this recommendation.

FINDING

Comments and perceptions concerning decentralization and site-based management issues emerged from various surveys conducted as part of this performance review. While the survey results show a support for the concept of decentralization, the respondents call for more authority to be given to campus principals and teachers over the use of financial resources. Comments on surveys included:

Central and District Administrator Survey

- "Give principals at each school more decision-making power on how to best use their budgeted funds."
- "... need clarification regarding what needs to be done under site-based management."
- "Site-based purchasing procedures would allow the district to take advantage of discounts and incentives."

Teacher Survey

- "Allow each school to control its budget and be responsible for the purchase of their supplies and materials."
- "Change the policy to allow campuses (the district) to bid or buy the most cost effective technology and supplies."
- "Decentralize; site-based decision-making with teacher input."

Community Leader Survey

- "Decentralize; return decision-making to principals and teachers."
- "Decentralize the schools and allow them to meet the needs of the communities they serve."

TSPR Quality and Efficiency Survey

- "Each school should prepare its own budget ..."

RECOMMENDATION 13:

Increase the SDMC's role and responsibility for site-based budgeting to include all fund expenditures that occur at a school site.

SDMC's budgetary responsibility should include such items as supplies and materials, fixed asset purchases, cash receiving, petty cash accounting, school and student body activity fund accounting, and personnel assigned to that school.

IMPLEMENTATION STRATEGIES AND TIMELINES

<p>1. Finance Department implements a financial information system and chart of accounts that segregates budgets between campus and district levels (where the service is provided).</p>	<p>May 1997</p>
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2. Direct the development of an intensive workshop for SDMC members in site-based budgeting procedures.	March 1997
3. Identify and schedule SDMC workshops	April 1997
4. Initiate SDMC workshops.	May 1997

FISCAL IMPACT

Providing an intensive workshop will cost approximately \$5,000 for course development, \$4,000 for initial supplies and materials and recurring costs each year of about \$1,500.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Increase SDMC's responsibility	(\$9,000)	(\$1,500)	(\$1,500)	(\$1,500)	(\$1,500)

Chapter 1:

D. POLICIES AND PROCEDURES

CURRENT SITUATION

HISD maintains a manual of board-approved and adopted policies. The HISD policy manual provides important information about its beliefs and vision. The district plan for achieving these beliefs and vision, *BLUEPRINT: Houston Schools of Excellence*, identifies major priorities and describes an accountability system.

These policies guide the superintendent and staff in developing administrative rules and regulations designed to carry out board policies. According to the instructions in the *Manual of Policies - Board of Education* (Revision #34, dated 1995), the Board Services Office is responsible for maintaining and updating the manual. Staff members expected to keep a set of policies and procedures are:

- Principals
- Assistant Principals
- Deans of Instruction
- Magnet School Coordinators
- Librarians
- Administrators
- Work Location Supervisors

Other HISD staff or the public may purchase a set from the Board Services Office for \$25. The Board Services Office mails all subsequent revisions without charge.

FINDING

In response to a request for a complete and current copy of HISD board of education policies, a binder was provided that contained all "Board Policy and Administrative Procedure Revisions" as of TASB #34 dated 1995. In contrast, the latest Texas Association of School Boards revisions that incorporate Senate Bill 1 changes are revisions #50 and #51.

HISD maintains a general TASB membership, but the district is one of only 40 districts in Texas that does not use TASB's local policy service,

which reviews local school district policies, cross references them to state law, and suggests updates for board adoption.

According to the assistant superintendent for Policy Analysis and Development, policy changes after these initial adoptions were considered on an as needed basis through 1995-96.

Following the passage of S.B. 1, HISD initiated a systematic effort to revise district policies. All portions of the new law were divided among the district's departments. Each department was requested to review the assigned portions and to compare the new requirements to existing HISD policies. If a policy revision was necessary, that department's staff was responsible for drafting the change for administrative consideration and ultimate presentation to the board. Those revisions were presented to the board during the summer of 1995.

In April 1996, the superintendent requested a comprehensive revision of the policy manual. This revision was to address changes still necessary from the passage of S.B. 1 as well as numerous initiatives underway in the district which might have policy implications. A staff committee was formed and began identifying needed areas of policy revision and committees already considering policy revisions. The appointed committee is coordinating the presentation of these individual proposals to the board.

RECOMMENDATION 14:

Update HISD's policy manual and incorporate Senate Bill 1 changes.

The review team was informed on September 6, 1996 that HISD staff will recommend the use of TASB to complete the comprehensive revision of the policy manual.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent assigns coordination responsibility to a senior staff member.	October 1996
2. Staff member contacts TASB to obtain price quote for local policy service to identify: <ul style="list-style-type: none"> • Policy provisions that require no change. • Policy provisions that require modification. • Policy revisions that require development. 	October 1996
3. Staff member develops a calendar of events to achieve all	November

policy revisions including presentation to the board for review and adoption.	1996
4. Superintendent obtains board authorization to contract with TASB.	November 1996
5. Staff member begins process.	December 1996
6. Staff member and TASB complete updates.	August 1997

FISCAL IMPACT

According to TASB, the organization will charge approximately \$25,000 for a one-time update of HISD's policies and procedures and \$1,000 per year thereafter for maintenance cost.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Update HISD's policy manual	(\$25,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

FINDING

Administrative rules and regulations provide guidelines to staff on the implementation of board policies. These administrative procedures guide personnel on how, when, and what criteria to apply when performing functions and activities. In addition, they are often used for legal purposes to determine intent and compliance.

As shown in various sections of this report, many departments lack formal administrative procedures.

Administrative procedures should be developed or modified each time the board adopts or modifies a board policy. Challenges to administrative due process from employee organizations, individual employees or parents can be substantially reduced if state and federal laws, HISD board policies, and administrative rules and regulations are consistent.

RECOMMENDATION 15:

Systematically revise all administrative procedures pursuant to Senate Bill 1.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent assigns coordination responsibility to a senior staff member.	January 1997
2. Senior staff members cross reference rules and regulations to board policies to determine: <ul style="list-style-type: none"> • Procedures that require no change; • Procedures that require modification; and • Procedures that require development. 	February 1997
3. Staff members identify personnel required to conduct, research, develop, and produce new or modified procedures.	March 1997
4. Staff members develop a calendar of events to achieve all revisions including presentations to affected staff groups such as principals, counselors, district superintendents, facilities personnel, librarians, teacher groups, etc.	March 1997

FISCAL IMPACT

Existing staff should be used at no additional cost.

Chapter 1:

E. PLANNING AND BUDGETING

CURRENT SITUATION

Strategic Planning

Strategic planning allows an organization to identify the steps necessary to achieve its mission and vision. Developing a plan that strategically positions an organization to achieve its mission and vision requires a coordinated effort at all levels of planning, implementation and monitoring of performance.

A strategic plan drives all work activities conducted throughout an organization. Individual management plans are required of all operating units to ensure that their performance constructively contributes to the organization's strategic mission and vision.

FINDING

HISD's superintendent mounted a special effort to seek and obtain input from a wide variety of non-district sources to examine and to recommend appropriate actions. These services, provided on a *pro bono* basis included:

- Task Force for District Decentralization, November 1994
- Transportation Review, April 1995
- Review of HISD Personnel Department, April 1995
- Criminal History Background Checks, May 1995
- Review of Staff Development, June 1995
- Exceptional Education - A Student-Centered Model, July 1995
- Review of Child Study and Psychological Services, July 1995
- Review of HISD Guidance and Counseling Services, August 1995
- Review of HISD Discipline Management Services, September 1995
- Legal Services, October 1995
- An Effective Advocate for Every Child, November 1995
- Review of HISD Administrative Finance Process, December 1995
- Plant Operator Professionalization, January 1996
- PEER Committee Reading Initiative, May 1996
- Employee Hearing Procedures, June 1996

The analysis, findings and recommendations in these reports drew from a variety of sources in and outside HISD. Committee memberships varied according to topic but usually included business community volunteers, HISD administrators, school principals, and other staff.

The PEER process does not stop with the completion of the listed reports. For each PEER report, an implementation plan is prepared under the district's Task Force for District Decentralization Office.

Examples of completed implementation plans include:

- Special Education, Child Study and Psychological Services, January 1996
- Discipline Management, February 1996
- Guidance and Counseling, February 1996
- Plant Operational Professionalization, February 1996
- Financial Systems, February 1996
- Transportation Services, February 1996
- Legal Services, February 1996

The period of time to complete the implementation plans for these PEER reviews ranged from one to 10 months with an average of slightly less than six months. The implementation plans contain essential management information, a proposed event schedule, and recommendations that require administrative or policy revision. Actions are identified that affect equipment, facilities, personnel, technology, or processes.

A section on "charter" actions is contained within each implementation plan detailing the who, what, where, when, and why of the action steps. The charter concept is an excellent management tool that provides direction and energy to implementation. The implementation plans are designed to achieve the specific objectives and goals delineated within each plan.

COMMENDATION

The PEER review process obtains input from a cross section of experts on a variety of needs.

The focus, work, and output of the PEER review process has positioned HISD to accelerate the delivery of improved service to students and staff.

FINDING

Strategic planning processes are emphasized at each school through the School Improvement Plan (SIP) process. Section 11.251 of the Texas Education Code contains provisions related to planning and the decision-making responsibilities of boards of trustees. These responsibilities include ensuring that district and campus improvement plans are developed, reviewed and revised annually to improve the performance of all students.

Section 11.252 of the code requires each superintendent - with the assistance of a district-level committee - to develop, evaluate and annually revise a district improvement plan. Section 11.253 requires effective planning and site-based decision-making on each campus to direct and support student performance.

HISD's efforts to develop SIPs are coordinated by the district superintendent for School Administration. The SIP document consists of:

- **Executive Summary.** This information includes the names of the school, principal, and district; a brief description of the school, students and community; a description of the SDMC areas targeted for improvement; the goals and objectives; and a description of the major initiatives or strategies that will be implemented.
- **Part 1.** This section details the mission, and provides an overview of structure, composition, and decision-making process. Also described is the method of submitting agenda items for consideration as well as how SDMC decisions are communicated to school staff, parents, and community members. A needs assessment section describes student performance using the state's Academic Excellence Indicators (such as scores on the state-mandated Texas Assessment of Academic Skills [TAAS], attendance, and dropout rates, results of college admission tests, and completion of advanced courses). Following the needs assessment analysis is a component detailing the staff development plans.
- **Part 2.** This section states the goals describing the desired outcomes for students. The next component identifies the objectives planned to reach each goal. The instructions require that each objective be expressed in terms of "...specific, measurable, expected, results or outcomes for all student populations served." The third component describes the strategy to be applied to accomplish the goal and its associated objectives. Additional components contained in Part 2 of the SIP include the identification of the persons responsible for implementing the strategy or activity, the resources required to perform the strategy or activity, the timeline for all events, and the evaluation measures

to be used to determine whether each objective has been accomplished.

When each school SIP is complete, the SDMC reviews it with parents, community members and the professional staff. After all revisions are made and the principal approves the plan, the SDMC presents it to the professional staff for a vote of approval. If and when two-thirds of the professional staff approves the SIP, by secret ballot, it is submitted to the appropriate area district superintendent. District superintendents review these plans to ensure completeness, reasonableness and appropriateness as in a match between needs and planned strategies.

Early HISD experience with SDMCs demonstrated that school personnel had little, if any, training for site-based management and decision-making. These early experiences saw two basic results. The first was that SDMCs became overwhelmed with everyone's problems and concerns. The second was the opposite reaction in which school personnel, as well as the community, became apathetic toward the SDMC and expected the SDMC to solve and handle all of the problems. It became clear to HISD administrative staff that they had not devoted sufficient time to training employees on the importance of using data such as student TAAS scores to improve teaching strategies and other school operations.

Management plans need to include tasks that cross operational units as well as functions. In the few HISD units that demonstrated the use of formal management plans, only two showed evidence of multi-task planning.

HISD's budgeting process is shown in **Exhibit 1-26**. The process is time-consuming and stretches out over several months. **Exhibit 1-27** presents the HISD budget development calendar. However, there are several avenues available for input from board members, principals, parents, community members, employee representative groups, and district administrators.

Exhibit 1-26
HISD Annual Budget Development Process

Source: HISD Budget Development Process for the 1996-97 School Year

Exhibit 1-27			
HISD Budget Development Calendar			
1996-97			
	Activity	Personnel/Office Involved	Completion Date

1	Decentralization committee. Expedite the movement of personnel from the central office to the district office and schools, including support personnel and budgets.	School Operations, area district Superintendents, Finance, School Planning	October-Ongoing
2	Ninth grade placed program committee. Develop a proposed program, curriculum, budget, staffing, and location to serve 1996-97 new ninth grade students.	School Operations and multiple other depts.	November-February
3	Dual language program committee. Develop a proposed program and budget to pilot a dual language initiative for the 1996-97 school year.	Multilingual and multiple other depts.	November-February
4	Magnet program committee-develop new math and science magnet programs and budget for the 1996-97 school year.	Magnet and multiple other depts.	January
5	Alternative programs. Develop a coordinated alternative education program for 1996-97.	Alternative and multiple other depts.	November
6	Budget process review. Update district superintendents and school operations staff on the budget process and revenues.	Budgeting and school operations	November
7	Review school-based budget development process and the need to combine with the school improvement planning process.	School planning and budgeting	January
8	Update overall ADA, revenues, and expense projections (Midyear report).	Data management, Finance departments	February
9	Convene principals' budget	Principals, Budget	January-

	committee to review school-based budgeting system process, prioritized needs, timelines, recommendations, and hold regularly scheduled meetings.	office	March
10	Budget overview meetings. Obtain approval on the proposed central office and school budgeting process, guidelines, and calendar.	Superintendent, Budget office	January-February
11	Core curriculum committee. Make recommendations concerning the provision of course resources.	Curriculum dept and committee members	February
12	Review major system priorities and strategic plans. Hold an educational summit with the community and update priorities plans.	School board, focus groups, community	February-March
13	Distribute 1996-97 central office budget packets. Due back to Budget Office March 31, 1996-schedule due dates for turning in information.	Budget office and Central office staff	February-March
14	Budget overview meetings with the school board.	School board, superintendent, Budget office	March
15	Distribute school allocations and hold school budget conferences.	Principals, Budget office, Personnel	March-May
16	Finalize recommendations from principals' budget committee.	Principals and Budget office	March-April
17	Meet with employee organization representatives for budget input. Rank the recommendations and forward to the Superintendent's budget committee.	Employee organizations, Budget office	March
18	Appeal State Roll values	Internal auditing	April-May
19	Salary schedule meetings.	Personnel, Finance	April

	<p>Review proposed options of salary and stipend increases.</p> <p>Compare to state schedule to ensure compliance.</p>		
20	<p>Budget review meetings:</p> <ul style="list-style-type: none"> • Review program budgets and recommend adjustment, expansion, or elimination. • Review appropriateness of categorical funding sources. • Establish subcommittees to review and make recommendations on staffing for central office departments. • Rank recommendations from all sources: <ul style="list-style-type: none"> ○ Principals, Parent/Community, and Employee budget committees ○ Program budgets ○ Central office staffing ○ Central office increase requests 	Superintendents' budget review team	March-May
21	Hold meetings with school board members on budget development issues. Review budget assumptions, needs, and projections.	School board, Superintendent, Budget office, Personnel	May
22	Receive additional public input regarding budget from community and citizens at scheduled budget review meetings.	School board, Community, Parents, etc.	June-July
23	Hold formal public hearing on 1995-96 budget.	School board, Superintendent.	June-July

		Budget office, Public relations	
24	Present recommended salary schedules, school allocation handbook, tax rate intent, and 1996-97 budget to school board for adoption.	School board, Superintendent, Finance, Personnel	July

Source: HISD Budget Development Process for the 1996-97 School Year

Major system priorities and strategic plans are first presented by the administration to the board during February and March of each year. The administration seeks recommendations through three ad hoc budget committees: the Principals' Budget Committee, the Employee Representative Budget Committee, and the Parent/Community Budget Committee. The Principals' Budget Committee meets at least twice monthly from the beginning to the end of the process. This committee is concerned with providing an adequate education and prioritizing many items that affect the schools.

The Parent/Community Budget Committee includes parents, community members, and various groups such as the Parent Teacher Association, the Parent Teacher Organization, the Greater Houston Partnership and others. The district uses this forum to gauge community opinions and as a vehicle to convey the district's financial status and priorities. The assistant superintendent of budgeting and planning said this is generally a very positive forum. This committee usually meets two or three times during the budget development process. There is often other input through informal meetings and phone calls.

The Employee Representative Budget Committee focuses on salaries, benefits and working conditions. They typically only have a couple of meetings with the district during the budget development period.

All requests and recommendations are channeled to the Superintendent's Budget Review Team for discussion and prioritization. The budget must be prepared by August 20, and the board must approve the budget by August 31. However, since the final budget is based on revenues dependent on student enrollment calculated in October, the budget is usually amended through the fiscal year ending August 31.

Most district administrators did not apply the district's adopted budget each year to drafting a formal management plan spelling out their one-year objectives, setting a timeline and identifying available staff and funds for meeting the objectives.

RECOMMENDATION 16:

Link the strategic planning process to budget development.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent and board should meet to develop goals and priorities for the district for the coming year.	November - December 1996
2. The superintendent shares goals and priorities with all committees and departments involved in the budget process.	January 1997
3. Each committee or department includes a written plan linking budget requests to district goals and priorities.	February - April 1997
4. Board compares the proposed budget to priorities and goals and approve the budget based on firm adherence to goals and objectives.	May 1997

FISCAL IMPACT

This recommendation can be accomplished with existing staff at no additional cost to the district.

FINDING

HISD requires annual strategic planning for all schools, but the district does not use strategic planning as a management tool at the central and area district levels to achieve stated goals and objectives. While the district boasts an abundance of individual plans of varying quality and usefulness, there is limited recognition of the need to use strategic and management-level plans to accommodate multiple, interrelated HISD functions.

Long- and short-range plans should reflect needs, strengths, resources, capacity, points of accountability, and timelines. The only way operational improvements can be realized in a complex organization is through a culture that expects, demands and uses a comprehensive planning strategy that provides:

- A philosophical vision of goals and objectives;
- Strategic plans that provide direction in the achievement of that vision; and

- Management plans at the "work" level that direct work in a manner, direction, and time frame that is aligned with all of the planning levels identified above.

Management plans need to include tasks that cross operational units as well as functions. In the few HISD units that demonstrated the use of formal management plans, only two showed evidence of multi-task planning.

TASB provides consulting services to more than 150 school districts in the area of strategic planning. TASB has found that the functioning of both the strategic and short-range, day-to-day plans are vital to the health and balance of any district.

RECOMMENDATION 17:

Implement a strategic planning process that requires the central office and area districts to develop long-range strategic plans and short-term management plans.

Long-range plans should encompass three to five years, while short-term management plans should cover one to two years.

The strategic plan format and content should be standardized to promote clear understanding. The distinction that marks a plan capable of producing results is the commitment of key people to account for specific tasks. Unless there is a commitment of resources, the plan will only consist of promises and hopes, but no progress toward the vision.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent assigns strategic planning responsibility to a senior staff member.	January 1997
2. Staff member forms a committee of business, industry, governmental, and educational strategic planners.	February 1997
3. The committee shall recommend the advisability of engaging a professional strategic planning consultant such as TASB.	March 1997
4. The committee presents its findings to the superintendent.	May 1997
5. The superintendent requests the development of a staff development training program.	May 1997
6. Superintendent directs the Office of Technology and Information to develop a program that will facilitate the preparation, monitoring, updating, and assessment of all HISD strategic plans.	May 1997

7. Superintendent directs all central and area districts to participate in developing strategic plans using the PEER recommended format and content standards.	June 1997
8. Senior staff develop and submit strategic plans for each major operational unit.	July 1997

FISCAL IMPACT

Existing staff should be used at no additional cost to HISD. If TASB is used to provided consulting services, the cost is estimated to be \$10,000.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Implement districtwide strategic planning	(\$10,000)	\$0	\$0	\$0	\$0

Chapter 1:

F. LEGAL SERVICES

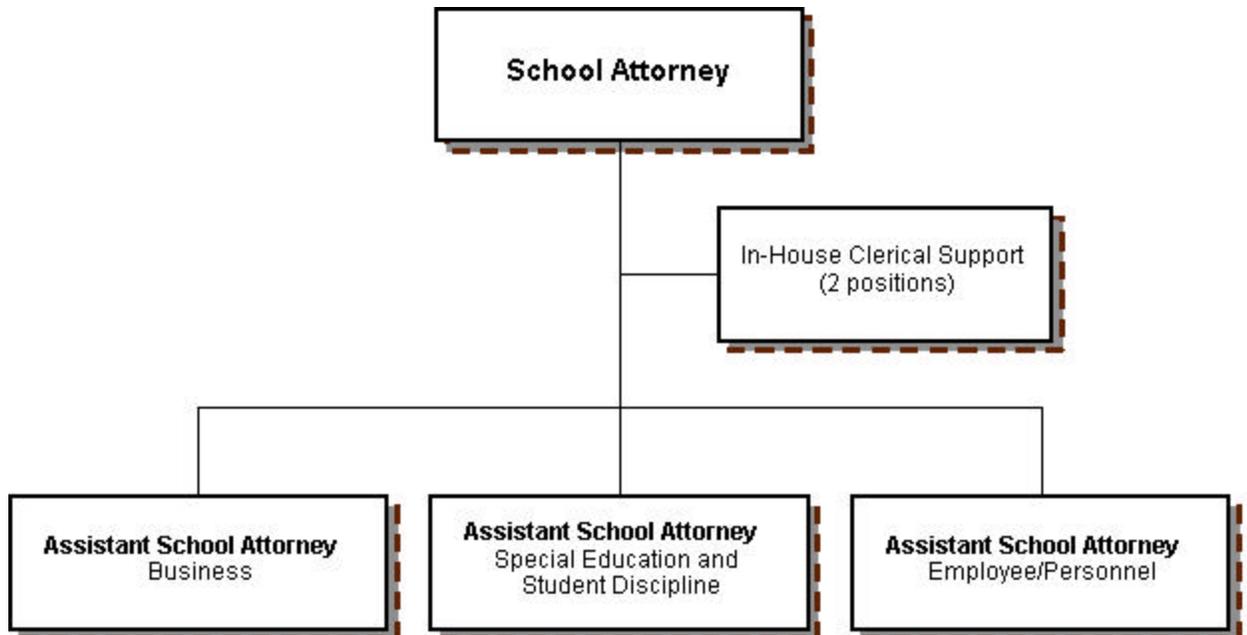
CURRENT SITUATION

The Office of the School Attorney provides in-house counsel, representation and research on legal matters within three major categories:

- General advice and counsel to district staff;
- Litigation support and representation of HISD in adversarial proceedings; and
- Participation in district staff training.

Another attorney reports to the deputy superintendent of Finance. This attorney performs the tax assessor duties in addition to other legal services and does not report to the school attorney.

Exhibit 1-28
Organization of the Office of the School Attorney



Source: HISD Office of the School Attorney, September 1996

FINDING

The Office of the School Attorney provides advice to district staff on various legal issues, monitors and assists outside counsel, handles responses to TEA complaints and investigations plus contract review, training, policy development, and some administrative litigation generated by district operations. The remaining administrative litigation and virtually all judicial litigation is handled by outside counsel.

Exhibit 1-29 Benchmarks to Compare Staffing Levels for In-House Legal Staff and Support Personnel

District	Number of Employees	Number of Students	In-House Staff Attorneys	Ratio to Students	In-House Support Personnel	Ratio to Students
Los Angeles	58,400	649,000	5	1:129,800	7	1: 92,714
Chicago	43,400	409,500	24	1: 18,613	22	1: 18,613
Dade County	37,700	312,300	7	1: 44,614	14	1: 22,307
Houston	22,000	207,000	4	1: 51,750	2	1:103,500
Broward County	20,300	207,300	3	1: 69,100	3	1: 69,100
Dallas	16,000	100,000	4*	1: 25,000	2	1: 50,000
Palm Beach	15,000	127,000	4	1: 31,750	5	1: 25,400
Atlanta	7,800	68,000	3	1: 22,666	3	1: 22,666

**Legal services provided by contracted law firm.*

Source: Office of Communications for each district. May 1996

The average legal staffing levels for other major urban school districts (**Exhibit 1-29**) are:

- 1 in-house attorney for every 37,464 pupils
- 1 in-house support personnel for every 33,450 pupils

If HISD maintained the same staffing levels as the other urban districts, the district would have 5.5 FTE in-house staff attorneys, an increase of 1.5 FTEs. In addition, the in-house support personnel would total 6 FTEs, an increase of 4 FTEs.

Instead of hiring additional in-house counsel, however, HISD has contracted with outside counsel. The Office of the School Attorney distributes litigation files to Houston area law firms through a process that appears to be discretionary with the office. Although the HISD board conducted a systematic review of the method for assigning outside counsel, the review team found no formal policy for choosing such counsel. It is apparent that the board is not always involved or aware of cases assigned to outside counsel.

A summary of legal billings for 1985-86 through 1994-95 (**Exhibit 1-30**) illustrates the escalating costs of outside counsel.

Exhibit 1-30
Summary of Outside Legal Service Billings
1985-86 through 1994-95

Description	1985-86 through 1992-93	1993-94	1994-95	Total
Legal expenses	\$3,286,050	\$1,310,980	\$886,349	\$5,483,379
Legal expenses - special education	0	105,334	451,158	556,492
Settlement expenses	0	0	78,500	78,500
Settlement expenses - special education	0	63,350	201,502	264,852
Hearing officer expenses	0	43,142	106,316	149,458
Hearing officer expenses - special education	0	1,988	2,171	4,159
Project renewal legal expenses	0	53,118	11,681	64,799
Capital projects legal expenses	0	33,261	103,047	136,308
Total	\$3,286,050	\$1,611,173	\$1,840,724	\$6,737,947

Source: HISD Office of the School Attorney, September 1996

Total outside legal billings for two years from fiscal 1994 through fiscal 1995 were \$3,451,897 compared to \$3,286,050 in similar billings over eight years from fiscal 1986 through fiscal 1993. Put another way, the district's average annual outside legal billings escalated by 320 percent between the eight-year period and the more recent two-year period.

The organization of HISD's legal services makes fiscal accountability difficult. Since there is no standing responsibility for discrete areas of legal exposure, there is no way to hold either internal or external counsel responsible. The lack of clear contractual responsibilities or a published method of selecting outside counsel will inevitably lead to competitive difficulties as external law firms jockey for district legal business.

Recommendation 18:

Hire in-house counsel to handle routine legal issues and develop bid specifications to seek outside counsel for other legal responsibilities.

The board should identify a series of discrete areas of legal representation. Areas that should be considered include:

1. Contract administration;
2. Personnel administration benefits;
3. Grievance process administration;
4. Hearing officer functions;
5. Personnel discipline (due process);
6. Student discipline;
7. Special education;
8. General government issues; and
9. Board advice.

This list is not meant to be exhaustive, but illustrative. Areas also could be combined in order to form cost-effective groupings.

Management of the Office of the School Attorney should, at a minimum:

1. Compare cost of in-house versus external law firm services and use one or the other, as appropriate.
2. Annually evaluate all in-house legal personnel.
3. Use performance contracting for all external legal services.
4. Develop an annual contracting plan based upon the previous year's performance.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Executive deputy superintendent for Administration directs staff to develop RFP specifications for each of the nine suggested legal areas.	January 1997
2. General counsel reviews all proposed RFPs to ensure that all essential bid specifications are incorporated (such as hourly rates, time estimates, firm qualifications, and performance records).	March 1997
3. Internal auditor reviews proposed RFPs to ensure bid specifications	March

do not steer the award to a specific bidder.	1997
4. RFPs are released to qualified legal firms with a four-week due date.	March 1997
5. HISD legal staff prepares responses to each RFP as an internal bidder.	March 1997
6. All RFP responses are reviewed and tabulated by the executive deputy superintendent for administration.	March 1997
7. The Business Advisory Committee reviews the findings and recommendations of the executive deputy superintendent for administration.	April 1997
8. The superintendent presents the Business Advisory Committee's recommendation to the HISD board for adoption.	May 1997
9. Superintendent directs the general counsel to implement the systematic approach to providing a legal services delivery system.	May 1997

FISCAL IMPACT

It is estimated that a minimum of 15 percent of \$1,840,724 (1994-95 legal expenses) can be achieved by hiring in-house attorneys. Annual savings will be \$276,109.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Hire in-house counsel	\$276,109	\$276,109	\$276,109	\$276,109	\$276,109

FINDING

HISD's legal staff regularly provides advice to administrators and staff and coordinates external counsel's litigation activities. However, HISD does not currently monitor legal questions and/or problems for frequency or procedural exposure. Consequently, training, policy changes and other preventive measures are not taken with regularity.

Recommendation 19:

The superintendent should direct the Information Services Department to design an information tracking system that will enable the general counsel to monitor requests for legal information and HISD litigation.

At a minimum, tracking should identify requests in the following areas:

- Contract administration;
- Personnel administration benefits;
- Grievance process administration;
- Hearing officer functions;
- Personnel discipline (due process);
- Student discipline;
- Special education;
- General government issues; and
- Board advice.

In addition to providing advice to HISD staff, the district legal office should systematically record those areas where questions and/or problems are most frequent. This information should, in turn, be used to design and target internal training efforts. Information tracking creates a feedback system that identifies weaknesses and recurring problems. District exposure to legal liability can then be reduced through training, policy changes, or other preventive measures. The HISD Legal Services PEER Report clearly delineates these goals. However, it appears that the actual legal services information system does not encourage a coordinated approach to legal service delivery.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent directs the Information Services Department to design an information tracking system for legal information requests and legal actions.	January 1997
2. Information Services Department establishes a management plan and time schedule to complete their assignment within three months.	January 1997
3. Information Services Department recommendations include: <ul style="list-style-type: none"> • Hardware requirements; • Software requirements; • Networking and communications specifications; • Training requirements; • Installation schedule; • Cost requirements; and • System management requirements. 	March 1997
4. The executive deputy superintendent for administration presents the recommendations to the Business Advisory Committee.	April 1997
5. The superintendent presents the Business Advisory Committee's recommendation to the HISD board for adoption.	May 1997
6. The superintendent directs staff to implement the information tracking system.	June 1997

FISCAL IMPACT

The one time cost of hardware and software for creating a tracking system is estimated to be \$20,000.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Create Legal information tracking system	(\$20,000)	\$0	\$0	\$0	\$0

Chapter 2: Educational Service Delivery and Performance Measures

This chapter reviews five key areas of the Houston Independent School District's (HISD) systems of educational delivery and performance measures.

The five key areas are:

- A. Curriculum Organization
- B. Curriculum Development
- C. Teaching and Student Assessment
- D. Special Programs
 - Part I
 - Part II
 - Part III
 - Part IV
- E. Equity and Consistency

In assessing the delivery of HISD educational services, the review team interviewed 70 school, area district and central office administrators, observed classroom teaching in 43 schools, interviewed dozens of other school and district personnel, and analyzed 423 district curriculum guides, student test results and public survey results.

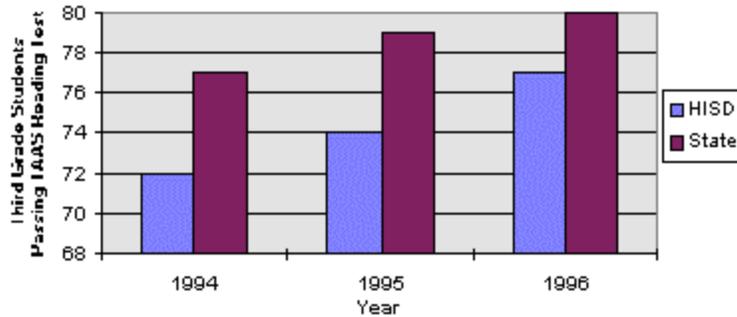
CURRENT SITUATION

In 1995-96, HISD served 206,936 students in 272 schools staffed by 11,935 teachers, 242 principals and directors, 245 assistant principals, 353 counselors, 247 librarians, 267 nurses and psychologists, 1,968 aides, 135 central administrators, and 6,628 other staff including secretaries and custodians. In 1995-96, the ethnic mix of HISD's student population was 51 percent Hispanic, 35 percent African American, 11 percent Anglo, 3 percent Asian, and less than 1 percent Native American.

HISD students, like their counterparts in more than 1,000 Texas school districts, take the Texas Assessment of Academic Skills (TAAS) in grades 3 through 8 and 10. In addition, students must pass an exit-level version of the TAAS to qualify for a high school diploma. Districtwide, test scores have generally improved in the past two years. Average math and reading scores improved as shown in **Exhibits 2-1** and **2-2**. But an analysis by

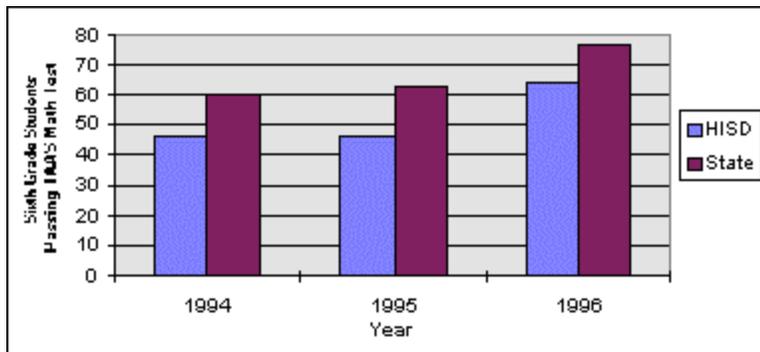
ethnicity suggests achievement gaps between students in different ethnic groups. (Exhibit 2-3)

Exhibit 2-1
Comparison of Grade 3 HISD Students Passing the TAAS Reading Test with the State Average 1994-1996



Source: HISD Research Evaluation Report

Exhibit 2-2
Comparison of Grade 6 HISD Students Passing the TAAS Mathematics Test with the State Average 1994-96



Source: HISD Research Evaluation Report

Exhibit 2-3
HISD Students Passing TAAS Subtests By Ethnicity 1995-96

TAAS Subtest	African American		Hispanic		White	
	State	HISD	State	HISD	State	HISD
Reading	66.8%	71.9%	70.3%	66.8%	93.6%	93.6%
Writing	72.8%	76.1%	74.2%	65.9%	90.5%	93.4%
Math	55.0%	60.5%	63.9%	60.6%	85.0%	89.8%

Source: AEIS 1995-1996

Students dropping out, or leaving school before graduation from high school, is a challenge confronted by most school districts. As shown in **Exhibit 2-4**, HISD's dropout rate in 1994-95 doubled the state average of 1.8 percent. More significantly, the estimated long-term or longitudinal dropout rate as measured by the Texas Education Agency (TEA) indicates that one in five HISD students enrolled in grade 8 will fall short of completing their K-12 education.

**Exhibit 2-4
HISD and State Dropout Rates
1994-95**

Performance Indicator	State	HISD
Dropout Rate	1.8%	3.7%
Estimated Longitudinal Rate	15.0%	20.2%

Source: August 2, 1996 TEA NEWS press release. Data is based on TEA and PIEMS reports.

HISD has devoted energy to improving student achievement, primarily by beginning to align curriculum with TAAS requirements, and district officials understandably touted gains in TAAS scores from 1994-95 to 1995-96. However, most Texas school districts improved their scores during the same one-year period. HISD, in fact, narrowed the gap between its student scores and state averages. Yet, HISD student TAAS scores continue to lag behind state averages, the HISD dropout rate exceeds the state average, and Hispanic and African American students score considerably lower than Anglo students. HISD students also trail national averages on two standardized college entrance exams as shown in **Appendix O**.

For good reason, HISD students, parents and communities have high expectations for student achievement. In a survey conducted by the review team, 77 percent of HISD students said they plan to go to college after

high school graduation. In contrast, 60 percent of community leaders surveyed by the review team said district students do not have the basic skills to pursue an entry level position in their business or industry. Parents agree; nearly two-thirds of surveyed parents said they are dissatisfied with the education their children received. Only 44 percent agreed that HISD students graduate with the skills needed to prepare them for the future. Such judgments, borne out by student TAAS scores, suggest that many students will not immediately meet their goal of attending college.

A full discussion of student scores on the TAAS, Preliminary Scholastic Assessment Test (PSAT), American College Test (ACT), Scholastic Aptitude Test (SAT), international baccalaureate examination, advanced placement examinations and the Spanish assessment of basic education appears in **Appendix O**.

HISD student TAAS passing rates in mathematics and reading improved in grades 3 through 8 from 1993-94 to 1995-96.

In addition, the number of schools receiving exemplary and recognized ratings from the state based on TAAS scores and other factors increased from four to 75 schools from 1992-93 to 1995-96, and the number receiving the "low performing" rating fell from 55 to 11. (**Exhibit 2-5**)

Exhibit 2-5
HISD Accountability Ratings
1993-1994 through 1995-1996

TEA Rating	1993	1994	1995	1996
Exemplary	0	4	7	15
Recognized	4	8	26	60
Acceptable		220	174	160
Low Performing	55	6	35	11

The TAAS gains shown in **Exhibits 2-1** and **2-2** can be attributed in part to the district's move to align curriculum with the TAAS. Nationally, however, districts have learned that curricular alignment is not enough. Such alignment may be a good first step toward improved test scores, but research and common sense say that high quality teaching, strong parental involvement and students committed to academic challenges are the best formula for continual learning and achievement. A pervading sense of teamwork yields the brightest results.

Chapter 2:

A. CURRICULUM ORGANIZATION

Any quality educational program starts from a quality curriculum, which explicitly spells out what students should learn at each grade level. An effective curriculum delivery system consists of high quality written curriculum, high quality teaching, high quality monitoring, and a supportive organization that provides back-up materials, teacher and staff training, helpful management, and related program resources.

Student achievement depends on an organizational structure that effectively and efficiently focuses on curriculum, quality curriculum guides and quality teaching. Each of these are addressed in this section.

CURRENT SITUATION

During district visits in April 1996, the review team encountered a flawed organization for monitoring and improving curriculum. The district's executive deputy superintendent for School Operations oversaw an unwieldy 26 administrators, including those in curriculum and instruction. The result was that curricular matters-centering on what students are taught and how-were not getting adequate attention, meaning students in district classrooms were less assured of being taught the skills needed to succeed.

Staff development, student assessment and curriculum and instruction specialists were all working separately from each other and the district had no formal way of linking the three areas despite a daily need to coordinate their roles in district schools.

In addition, the district's top curriculum position, the assistant superintendent for Curriculum, had been vacant for several years, forcing mid-level directors to stopgap leadership responsibilities on top of regular duties. Significantly, the curriculum and instruction area did not have a voting representative in the superintendent's cabinet, seemingly downgrading its importance.

In June 1996, the superintendent began formalizing a reorganization of the district administration. The board approved the reorganization in August.

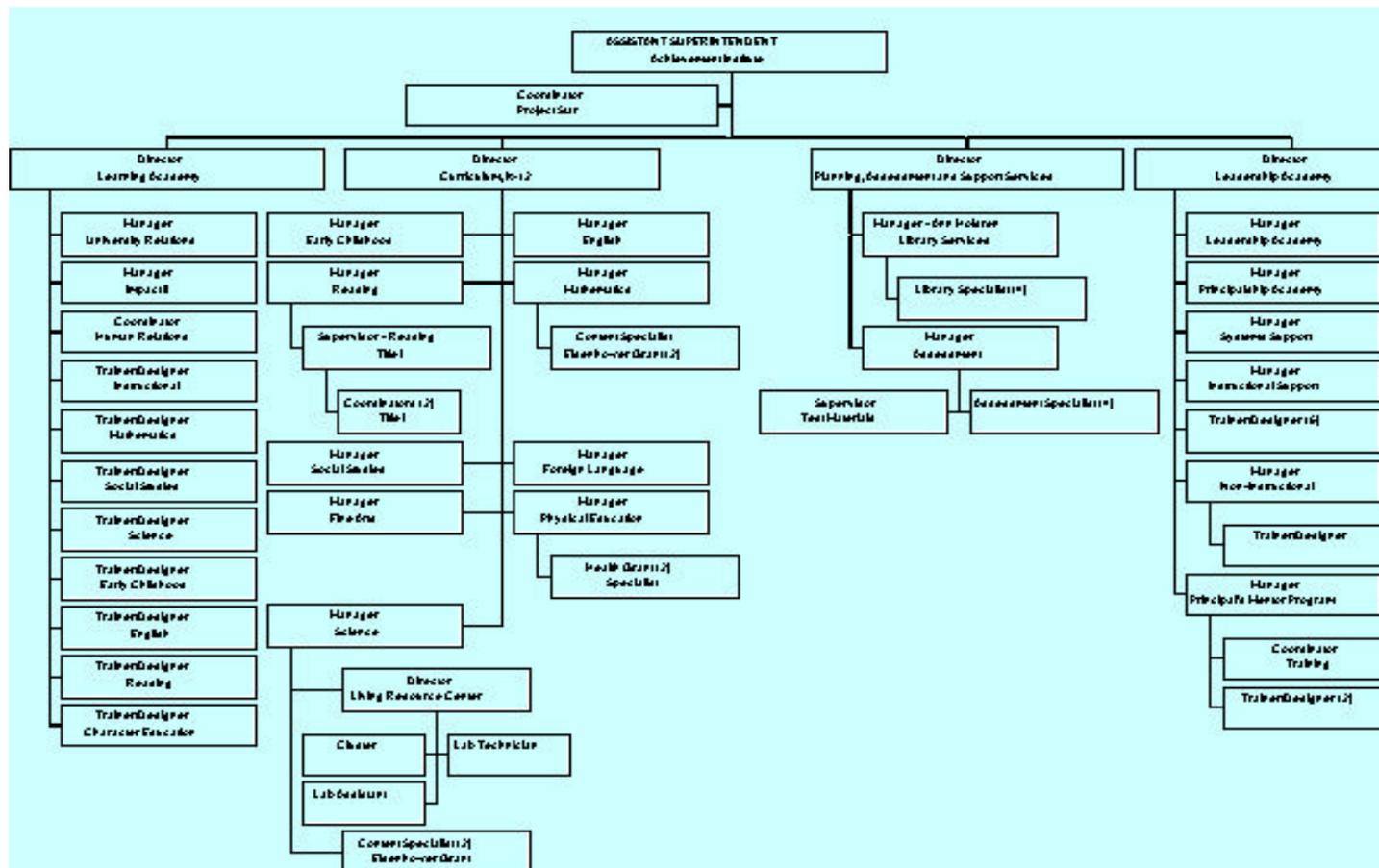
FINDING

Among key steps, the superintendent's reorganization replaced the position of executive deputy superintendent for School Operations with separate chief of staff positions for business and educational services. The chief of staff for educational services is responsible for 14 major departments, including the newly created Achievement Institute, which groups the previously separated staff development, human resources and student assessment areas under one umbrella (**Exhibit 2-6**). Heading the institute is the assistant superintendent for the Achievement Institute.

COMMENDATION

By grouping related areas under the Achievement Institute and raising the status of curriculum in the superintendent's cabinet, the district has recognized a vital need to coordinate and reinforce curriculum, staff development and student assessment across the district.

Exhibit 2-6 HISD Achievement Institute 1996-97



Source: HISD

Chapter 2:

B. CURRICULUM DEVELOPMENT

The curriculum of a quality school district has three crucial parts: (1) written curriculum guides that clearly define and communicate the standards that all students must achieve; (2) a taught curriculum, commonly called instruction; and (3) a tested curriculum that includes state, district and classroom tests. When these parts work together, a school district can track and improve student learning. For the written, taught and tested curriculum to be strong, they must be defined in policy, guided by written procedures, supported and monitored by district leadership and reinforced by classroom teaching throughout the district.

Curriculum guides serve as work plans for classroom teachers. Quality curriculum documents clearly state learner goals and objectives, evaluation methods, prerequisite skills, instructional materials, and classroom strategies. These elements set a baseline for minimum classroom expectations. When no written guide is available or teachers abandon the adopted plan, students miss material, lose touch and frequently stop performing to expectations.

Effective instruction results from quality curriculum guides that are user-friendly and easy to translate into daily lessons. Instruction should address basic skills and critical thinking activities that challenge and stretch students. Teachers should use strategies to close learner gaps identified through test data.

PROJECT ACCESS

HISD began major curriculum reforms in 1987 with Project ACCESS-A Collaborative Curriculum to Enhance Student Success. The purpose of Project ACCESS was to develop a K-12 curriculum that would allow 95 percent of all HISD graduates to master skills and reasoning abilities to become productive citizens. Through Project ACCESS, teachers and administrators wrote 65 curriculum guides for basic subjects. Each year a team of writers, district staff and classroom teachers developed new guides. During 1991-92, teachers in core subject areas had ACCESS guides and some training on the use of the guides. Project ACCESS guides encouraged interdisciplinary instruction and stressed hands-on learning.

In 1990, the superintendent changed the name of Project ACCESS to "A Planning Guide for the Curriculum." Given new independence due to a lack of curriculum direction, some teachers and administrators stopped

using the district curriculum because they felt that the guides were not user-friendly. Concerns included: 1) guide timelines moved too fast, 2) guide activities were too hard for low achieving students, 3) guide activities did not improve TAAS scores and 4) guide activities did not serve individual student needs. Teachers stated that district training on the guides was weak and many teachers were uncomfortable with the new teaching methods the guides recommended. Some schools continued to distribute the guides as a resource, some developed their own documents and others returned to textbook-driven lessons. Teachers are not required to demonstrate their use of HISD planning guides in lesson plans or classroom observations by the principals. These factors created growing differences between the quality of classroom lessons and student learning across the district.

In 1991, a new HISD superintendent suspended Project ACCESS and development of curriculum guides because the project was considered too prescriptive. Curriculum development and updating was resumed during 1995-96 under the current superintendent with the development and distribution of an electronic curriculum database aligned with TAAS. HISD administrators said project ACCESS cost the district approximately \$2.3 million through 1995-96.

In June 1996, the Texas Education Agency finalized a timeline for completing new curriculum guidelines called the Texas Essential Knowledge and Skills (TEKS). This major reform will lead to changes in state assessment and will require revision of all curriculum guides and teaching methods to make certain that classroom lessons help students master revised learning goals.

FINDING

A key product of HISD's curriculum alignment project has been creation of an electronic curriculum database, the first of its kind in the United States. Eventually, all teachers will be able to log on to the database to research how their subject curriculum relates to state educational goals and TAAS questions. In summer 1995, teachers launched the database by matching both reading and mathematics curriculum for grades 3 to 10 and the grade 8 science and social studies curriculum with TAAS learner goals and HISD textbook assignments. The database was given to all schools as a resource for 1995-96.

More than 300 district teachers and administrators created the database. This database provides important information to help classroom teachers match written TAAS objectives with teaching activities and test standards.

In the database, each TAAS objective is evaluated for its match with district resources, generally textbooks. Detailed comments are made about content and context. In addition, the database gives information about the quality of objectives and instructional tasks.

In May 1996, 250 Quality Check Teams, consisting of two to four teachers and the principal from each school, met to review the 1995-96 HISD Mathematics Initiative. One part of the day's activities called for the group to organize themselves by their use of the database. In a survey, only 3 percent of the teachers said they either did not know about or never used the database. Ten percent said that they were aware of the database but did not use it. The remaining 87 percent of teachers and principals reported that they had used the database. More than half of the people at the meeting said that they frequently used the database. The database helped teachers plan lessons.

COMMENDATION

HISD is commended for the development of a database aligning HISD textbooks to TAAS objectives and helping classroom teachers design activities to improve student learning.

FINDING

HISD's curriculum alignment project is the first of its kind to be implemented in a large urban school district. The project will likely improve classroom teaching and academic opportunities for all students by matching class content with textbooks, other learning materials and the TAAS.

The alignment project is based on the work of Dr. Fenwick English, a recognized curriculum alignment expert in the United States who conducted the first training in HISD in early 1995. The project started with principals, staff administrators and some teachers being trained. In 1995-96, HISD trained teacher-principal teams representing each school. Training is planned for the remaining teachers and administrators.

TAAS results for 1995-96 demonstrated some important growth in student learning. HISD had an 18 percent districtwide gain in mathematics. HISD administrators said the alignment initiative contributed to this improvement. Alignment training has helped staff to match their teaching with the skills tested by TAAS.

COMMENDATION

The curriculum alignment project offers great promise by providing a common vocabulary and understanding among HISD educators and will be of great interest to school districts throughout Texas and the United States.

FINDING

In 1994, the superintendent initiated a district Peer Examination, Evaluation and Redesign (PEER) program designed to bring together external experts and HISD teachers and administrators to make recommendations to improve the quality of services to schools. A PEER committee was formed to develop a district philosophy for reading and recommendations to support the implementation of the philosophy. The PEER Committee membership included some of the nation's foremost leaders on literacy.

The PEER committee on reading released its study in May 1996. The report contains important research information on teaching reading as well as quality standards for an effective reading program. The PEER committee developed a vision for reading instruction that should improve student learning in Houston, Texas and across the nation.

COMMENDATION

HISD's exhaustive review of district reading instruction using outside expertise gave the district a solid basis for realistically helping all students read at grade level.

FINDING

From 1987 to 1994, HISD educators developed a complete set of K-12 curriculum guides for language arts, mathematics, science and social studies. The purpose of these guides was to create a quality curriculum that would prepare all students to meet high school graduation requirements. The review team found that these guides encouraged teachers to try many new and effective teaching methods to help more students do better work. The review team rated these guides, now called planning guides, and found that they contained many ideas that were ahead of their time in 1987.

The review team found written guides for almost all of the K-8 courses of study. Ninety-four percent of the elementary courses and 98 percent of the

intermediate school courses are covered by written guides. This represents an adequate scope for the written curriculum at the elementary and middle school levels. Some core subject areas have more than one guide for each grade level. For example, at each elementary grade level, the social studies curriculum is guided by a planning guide, a map skills guide and a resource guide for economics.

COMMENDATION

HISD is commended for the high quality of the curriculum guides that were developed under Project ACCESS and maintaining a comprehensive scope and sequence of curriculum guides at the elementary and middle school levels.

FINDING

In 1987, the International Curriculum Management Audit Center (ICMAC) established nine requirements for high quality curriculum management. The review team applied the ICMAC criteria, shown in **Exhibit 2-7**, to assess HISD's curriculum management system.

To analyze HISD's quality curriculum management system, the review team interviewed teachers and administrators, read board policies, curriculum documents, curriculum memoranda, faculty handbooks, and School Improvement Plans developed by teachers and administrators on each campus.

Based on the ICMAC standards, the HISD curriculum management system appears weak. The review team's evaluation of the district's management plan is shown in **Exhibit 2-7**. The review team rated HISD's performance on one of the nine components as strong; six were weak; and no evidence was found on two of the components.

This finding is crucial because the district has created the Achievement Institute, initiated an electronic curriculum database, and begun aligning district curriculum with educational expectations. The lack of a clear structure for curriculum design and delivery hurts the continuity of programs and the development of aligned and meaningful assessments and expectations for student learning.

Exhibit 2-7 HISD Curriculum Management System Evaluation

System Component	Impact On The Quality of Teaching and Student Learning	Rating
Philosophical Approach	HISD does not have a clear philosophy to establish what is taught, guide how teaching takes place in the classroom and insure a quality education for all students.	WEAK
Stages of Sequencing	HISD does not have a K-12 plan to design and continuously improve curriculum guides that promote student learning.	ABSENT
Distribution of Responsibilities	Curriculum roles and responsibilities are not clear. This weak leadership structure lowers the quality of curriculum development, teacher training, and classroom teaching. The work load is unevenly distributed and site personnel do not always know who is in charge.	WEAK
Procedures For Curriculum Review	A strong curriculum review process helps a school system use student test data to revise curriculum guides and improve teaching methods to help more students do better work. The HISD review process is weak.	WEAK
Areas To Be Revised or Developed	HISD has clear priorities for curricular revision and development to improve student achievement in reading and mathematics.	STRONG
Establishing or Revalidating Goals and Objectives	HISD has no clear policy or practices to develop or revise learner goals and objectives that define what students should learn and guide what teachers will teach.	WEAK

Evaluation of Instructional Resources	HISD lacks clear standards to evaluate and select quality textbooks and instructional resources for classroom use. No minimum standard is defined to guide district or site selections therefore many schools fall short of the minimum standards.	WEAK
Assessment Data Is Used to Strengthen Curriculum	Classroom lessons can be improved by identifying student weaknesses in test data. In HISD, the use of student test results to adjust and improve classroom lessons varies greatly from school to school.	WEAK
Curriculum Monitoring Incorporated Into Curriculum Development	No formal policies or procedures monitor how well teachers or schools implement the HISD curriculum guides so there is no guarantee that all HISD students receive lessons that meet a minimum quality standard.	ABSENT

Source: Review team site visits, HISD board policies and curriculum memoranda.

Because the curriculum management system is weak, HISD teachers are not held to a minimum standard. Most lessons the review team observed did not reflect the instruction described in the district's curriculum guides. The following statements from teachers, principals and board members reflect curriculum weaknesses:

- "Textbooks drive curriculum a lot;"
- "Curriculum guides are too much. They are unrealistic;"
- "I don't use those guides. I am a subject area specialist, I know what to teach;" and
- "The curriculum lacks a conceptual framework. There is no document that ties this all together."

While visiting schools and interviewing teachers and administrators, the review team found that HISD's curriculum has become subject to program, campus or even individual teacher discretion. Teachers in nearly all schools modify the curriculum guides by omitting or replacing goals and activities. Teachers at some schools, particularly middle and high schools,

do not use the curriculum guides. Therefore, classroom teaching does not usually reflect the intended curriculum.

Survey results from the community, teachers, and administrators vary on the quality of the HISD curriculum. Twelve percent of the community members polled said that the curriculum has gotten worse and some suggested that curriculum improvement was needed to improve education. Teacher opinions on the survey were split. Sixty-one percent gave a grade of A or B to how well the curriculum fit their students while 39 percent gave a grade of C or worse. When asked to grade the fit between the curriculum, the curriculum they teach and the TAAS, 55 percent gave a grade of A or B. Principals and assistant principals perceived a better fit; 74 percent gave A's or B's.

A strong statement of curricular philosophy is absent. Board adopted policies are weak or lacking. The review team was presented no documents that clearly defined a quality curriculum development plan. The system does not have a solid framework for quality control and it lacks a systemwide plan for curriculum design, revision, or deletion.

RECOMMENDATION 20:

Design and implement a curriculum policy that includes a statement of philosophy, a curriculum development plan, curriculum monitoring requirements, guidelines for teacher training, a curriculum review cycle and the use of test data to improve instruction and design and implement a high quality curriculum management system.

Policies must provide enough direction to guarantee consistency across the district, guide classroom teaching; improve teaching methods; improve student achievement through systematic use of test results; and provide a feedback loop for the regular review of curriculum guides. These are the next steps toward achieving a high quality system of curriculum management and student achievement. A strong curriculum management policy is needed to establish curriculum management as HISD's primary strategy to improve student achievement.

The policy must require tight alignment between the written, taught, and tested curriculum; curriculum decisions must be based on performance data and close and constructive supervision of teaching.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent directs the executive deputy superintendent to design a policy that sets nationally acceptable design standards for	January 1997
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developing and evaluating curriculum guides; controls curriculum design with a strong philosophy about teaching and learning; and requires close alignment of the curriculum guides, the curriculum the teachers teach, and the tests (Appendix L).	
2. The board studies, critiques and adopts the policy.	February 1997
3. The superintendent and executive deputy superintendent for School Operations design and the Board of Education adopts a curriculum review cycle and timeline organized by subject areas. A sample curriculum review cycle is shown in Exhibit 2-8 .	
4. The superintendent and executive deputy superintendent for School Operations design and the Board of Education adopts a policy that requires creation and coordination of the K-12 curriculum by maintaining a complete set of curriculum guides for all subject areas and courses.	March 1997
5. The superintendent clearly defines in administrative regulations and communicates throughout HISD the curricular roles and responsibilities of district administrators, principals, lead teachers/department chairpersons and teachers.	March 1997
6. The superintendent directs a thorough review of curriculum evaluation including assessment of the consistency of curriculum (content and teaching) between schools and across grade levels.	June 1997

Exhibit 2-8
Quality Curriculum Management Cycle for the Design, Implementation and Continuous Improvement of Student Learning Experiences

QUALITY CURRICULUM DESIGN PROCESS	STEP ONE	STEP TWO	STEP THREE
	Establish/Revise Courses, Goals and Objectives; Align With Graduation Requirements Essential Elements and TEKS	Align Assessment Plan With Learner Goals and Objectives	Select Best Teaching Practices Designed To Help Students Master Learner Goals and Objectives

	STEP FOUR Provide Teaching Tools and Methods to Support Student Learning: Train the Teacher Involved In Pilots	STEP FIVE Field Test The Revised Curriculum; Pilot Materials, Assessments and Teaching Methods	STEP SIX Revise Field Tested Curriculum Guides Based on Field Tests Information
QUALITY CURRICULUM IMPLEMENTATION AND REVISION PROCESS	STEP ONE Board Adopts Field Tested New Curriculum Guides and/or Revised Guides	STEP TWO Distribute New Curriculum Guides With Basic Inservice Training	STEP THREE Offer Complete Inservice Training For Teachers Who Lack Needed Skills
	STEP FOUR Curriculum Guides Used In HISD Class; Use Is Monitored	STEP FIVE Student Achievement Data Is Monitored	STEP SIX Revise and Improve Curriculum Guides Using Test Results

Source: Review Team

FISCAL IMPACT

This recommendation can be accomplished by HISD staff without additional cost.

FINDING

To determine the scope of the written curriculum, reviewers requested and looked for written curriculum guides in the major subjects taught to HISD students. The ICMAC says that scope is considered adequate if 70 percent or more of the courses taught at the elementary, middle and high school levels have curriculum guides. However, it is better if all course offerings are covered by curriculum guides. Each course taught requires a

curriculum as one step in ensuring expected student achievement. Reviewers examined all curriculum guides provided by district personnel.

Exhibit 2-9 shows the scope of the curriculum guides at the elementary, middle and high school levels and identifies the number of course descriptions covered by curriculum guides at each level. A detailed account of scope is presented in **Appendix M**.

Exhibit 2-9
Scope of the Curriculum Guides by School Levels
Houston Independent School District
1995-96

School Level	Number of Courses	Courses Covered by Guides	Percentage of Curriculum with Guides
Elementary School (K-5)	81	76	94%
Intermediate School (6-8)	109	107	98%
High School (9-12)	466	241	51%
Totals	656	424	65%

Source: HISD Board Policies , the HISD high school course description book, Master Catalog 1995-96 and the Catalog of Curriculum Publications

Nearly all elementary and middle school courses have curriculum guides, while 51 percent of high school courses are covered by guides, considerably short of the ICMAC standards of 70 percent. **Appendix M** shows the scope of the curriculum by subject area and grade levels. No guides exist for 225 high school courses. While the gap is notable, all high school core academic courses have curriculum guides. Put another way, the only courses that lack guides are electives such as computing, marketing and trade and industrial education classes.

The Kyrene School District in Phoenix and University Place School District in Seattle have excellent examples of curriculum guides covering nearly all of their courses.

RECOMMENDATION 21:

Develop and maintain a complete HISD curriculum scope and sequence chart supported by written curriculum guides for at least 70 percent of all courses offered in elementary, middle and high schools.

HISD should develop and maintain a complete scope and sequence chart and a complete set of curriculum guides to help educators and parents understand the K-12 educational picture. A scope and sequence chart helps classroom teachers understand the important role that their courses and lessons play in readying students for future studies in middle and high school.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent directs the curriculum staff and external curriculum development specialists to develop a complete 9-12 scope and sequence of HISD curriculum guides by January 1998.	January 1997
2. A team of HISD administrators, curriculum staff and high school teachers reviews Appendix M to determine the courses that have no curriculum guides.	February 1997
3. The same team of HISD administrators, curriculum staff and high school teachers reviews existing high school curriculum guides using the analysis provided in Appendices M and N and determine which existing guides need to be revised.	March 1997
4. The same team develops a timeline for the development and revision of high school curriculum guides. The development process should follow the curriculum management system (Exhibit 2-8).	May 1997

FISCAL IMPACT

There is no additional cost or savings for this recommendation.

FINDING

The review team assessed 423 curriculum guides provided by HISD personnel. Some guides were designed to cover a single course, while others, including the *Essential Elements*, covered multiple grade levels. Each guide is assessed in **Appendix N**. Although some of the listed documents may be considered sources other than curriculum guides, the reviewers concluded from the data they received that the documents were used to guide instruction. Therefore, the documents were reviewed and evaluated as curriculum guides.

The quality of each guide was decided using the five standards recognized by the ICMAC as shown in **Exhibit 2-10**.

Exhibit 2-10
Assessment of HISD Curriculum Guides
By ICMAC Quality Standards

Standard	HISD Score
Standard One: The guide states clear and valid objectives.	Not Pass
Standard Two: There is a match between what is taught and what is measured on tests.	Not Pass
Standard Three: There are clear statements of the knowledge and skills that students should master before they begin a lesson or course.	Not Pass
Standard Four: The guide lists important teaching tools including the use of the textbook.	Not Pass
Standard Five: The guide gives information about teaching methods and classroom activities that help students learn the required material.	Pass

Source: Comptroller's review team.

Reviewers found the overall quality of guides to be low.

The review team found that some guides were older than the published date indicated. In many cases, high school guides were given new covers and revision dates when in fact no major changes were made in the guide content. It is important that guide publication dates reflect the last time that the guide was reviewed and revised to better support student learning.

Some HISD guides were strong, especially those designed under Project ACCESS. These guides had many excellent teaching methods and matched the student learning measured on tests. For instance, a grade 5 math guide illustrates how to design multi-dimensional objects in a way that helps students understand basic geometry.

The review team found that many teachers did not know how to use the HISD guides or were not comfortable with the suggested teaching methods. This points up two other important parts of a model curriculum

management system - training and monitoring. HISD does not support the implementation of the good lessons described in the HISD planning guides. This lack of support is another important reason why many teachers are not implementing the quality lessons outlined in these guides.

RECOMMENDATION 22:

Develop quality curriculum guides and sustain quality through an effective curriculum management system.

HISD must develop high quality curriculum guides that teachers respect and use. These guides must be understandable, useful and lead to improved student learning. Quality guides contain the five characteristics shown in **Exhibit 2-10**.

Curriculum guides should be revised and updated on a regular cycle to better meet identified student needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

<p>1. The superintendent directs staff to design and the board should adopt a curriculum management policy (See Appendix L) that:</p> <ul style="list-style-type: none"> • Establishes HISD curriculum guides as the mandatory core curriculum; • Controls curriculum design with a strong philosophy about teaching and learning; and • Establishes design standards for developing and evaluating quality curriculum guides; and • Provides a uniform district format for curriculum guides that is based on the ICMAC standards 	<p>January 1997</p>
<p>2. The superintendent directs curriculum administrators that curriculum development will not require teachers to be absent from their classrooms during school time.</p>	<p>February 1997</p>
<p>3. The board directs the superintendent to direct the Core Curriculum Task Force to review high school graduation requirements and align them with the Texas Essential Knowledge and Skills (TEKS).</p>	<p>June 1997</p>
<p>4. The superintendent establishes a budget for curriculum development and revision.</p>	<p>June 1997</p>
<p>5. The superintendent directs the curriculum administrators to implement a quality curriculum management cycle to design, field test, implement and continuously improve HISD curriculum guides as outlined in Appendix N.</p>	<p>Summer 1997 Ongoing</p>

The design, use and revision of quality curriculum guides across HISD will ensure that learning in all classrooms and subject areas meets the minimum standard set by the guides.

FISCAL IMPACT

The continual improvement of a comprehensive scope and sequence of written curriculum guides provides the foundation for an effective educational system. Over the next five years, this effort must be given high priority and supported by activities at the district, area district and school level. The review team estimates that these efforts will cost about \$460,000 each year (less than \$3 per pupil). These funds should be used to support curriculum development stipends, staff development efforts and consultant costs. Exact costs will be defined by the district's emerging curriculum development timeline and capacity for change.

District curriculum design efforts should be conducted in the summer so that teachers will not have to miss class. Teachers should be compensated at an agreed upon daily rate (HISD average daily teacher salary is \$170.) Actual writing tasks should be performed by small writing teams chaired by a curriculum subject area/grade level experts. HISD can use district staff where possible and should call upon state and national experts. The development of high school guides should require less outside expertise as high school staff are subject area specialists. The time required to develop new quality guides will vary from two to eight weeks.

The following budget estimate, based on ICMAC history, assumes a cost of \$7,000 for writing high school curriculum guide (four HISD teachers designing or revising a curriculum guide for ten days with the help of an outside expert curriculum writer for three of the ten days) or \$20,000 for revising a grade level subject guide for grades K-8 (four HISD teachers designing and revising a curriculum guide for 20 days using the help of an outside expert curriculum writer for six of the ten days).

Implementing this recommendation will have the following costs:

- Designing 15 New High School Guides \$105,000 annually
- Revising nine K-8 Guides One Subject Area \$135,000 annually
- Expansion of Database \$100,000 annually
- Staff Training - Guide Orientation \$120,000 annually

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Design new curriculum process	(\$460,000)	(\$460,000)	(\$460,000)	(\$460,000)	(\$460,000)

Chapter 2:

C. TEACHING AND STUDENT ASSESSMENT

CURRENT SITUATION

In a telephone survey by the review team, students were asked to respond to each of the following statements on quality of teaching on a one (strongly disagree) to five (strongly agree) scale. Student responses to questions in the survey reflect their perception of the quality of classroom activities and instruction. Students were asked to respond to nine questions. (**Exhibit 2-11**)

Exhibit 2-11
HISD Student Responses to TSPR Survey Questions

1.	Reasons students perform poorly in math:	
	Math is too difficult for some students to understand	26%
	Some teachers do not give enough explanation	26%
	Student laziness	19%
	Students misbehave instead of listening	8%
2.	What would help the math TAAS score	
	Practice; assign more math homework	28%
	Tutoring	19%
	Have classes that focus only on TAAS math	11%
	Better teachers	10%
3.	Reasons some students perform poorly in reading	
	Reading is too difficult for some students to understand	32%
	They are lazy and do not want to learn how to read	21%
	Reading is boring	17%
	Poor instruction of teachers	7%
4.	Why some students perform poorly in writing	
	Teachers do not elaborate about what they want	16%
	Some students do not understand	19%
	Do not practice	17%
	Student are lazy	10%
	Writing is boring	8%

5.	What would help the writing TAAS score	
	Practice; more writing assignments	43%
	Tutoring	13%
	Better teachers	8%
	Classes/labs that focus only on writing for TAAS	8%
	Interesting assignments	7%
6.	Main reasons for dropping out	
	No interest in getting an education; find school boring	21%
	Active in gangs (a thug); too lazy to attend classes	9%
	Students give up too easily; not willing to put in the time	9%
	Poor teachers	7%
	They have trouble learning; they find school too difficult	6%
	Pregnancy	7%
7.	How to ensure that students stay in school	
	Make school more interesting	24%
	Counseling	10%
	Hire better teachers; improve current teachers' teaching skills	10%
	Nothing	9%
	More activities	7%
8.	Reasons some students do not attend school regularly	
	Do not care about their future. They are lazy	17%
	Bored with school	14%
	No interest in learning	16%
	They have family problems at home	8%
9.	What can ensure that students attend school regularly	
	Make interesting	22%
	Call student homes if they are absent	9%
	Teachers should be more inspirational	7%
	Stricter rules	7%
	Counseling	6%
	Meet with parents	6%

Source: Empirical Management Services, 1996

FINDING

HISD's 1991 BLUEPRINT: Schools for Excellence states that HISD expects "maximized academic learning time. The relationship between academic learning time and student academic achievement is strongly linked to student achievement." This expectation is not always fulfilled.

To sample classroom teaching, the review team visited almost every classroom in 43 schools in 11 area districts. In many instances, the team found teachers and students actively pursuing lessons that seemed exciting and fulfilling. In addition, the visits indicated the district could be losing learning time because instruction occasionally starts several minutes after the opening bell and ends several minutes before the closing bell.

Based on these classroom visits, it would be easy to suggest simple solutions such as requiring teachers to watch the clock more carefully. But such recommendations would unfairly saddle well-meaning teachers with directives that do not change the way HISD appears to be operating as an educational enterprise, from the innermost offices of central administration to the area district offices to the same classrooms visited by the review team. Across the district, the review team consistently encountered a lack of shared purpose or teamwork.

In the past few years, there have been exceptions—notably Project ACCESS, which led to close teamwork on curriculum guides but those exceptions seem only to highlight the current challenge. During visits, the review team observed unproductive infighting among central office administrators and staff over what tasks to perform and then who should perform them. The lack of teamwork was also evident on school campuses where teachers and principals said they rarely have opportunities to talk with each other about day-to-day strategies for inspiring student learning and improving TAAS performance.

Experts on how to run organizations concur that teamwork must be built into any successful operating plan. Japan applied W. Edwards Deming's ideas about teamwork after World War II to become one of the great economic powers of the world. Closer to home, XEROX, Harley-Davidson and IBM each used teamwork to restore their companies to health after severe market losses.

Similar gains have taken place in school districts, including Anchorage, Alaska; San Marcos, California; and the Kyrene district in Phoenix, Arizona. In each instance, school teamwork began with a shared philosophy and was instilled through practical, ongoing, employee-driven training.

In HISD, teachers, administrators and staff repeatedly told the review team they want to serve students and the community. In a sense, the philosophy

is in place: To put children first. What remains to be developed is a shared commitment to training and continual improvement.

RECOMMENDATION 23:

Add two or more days of training for HISD teachers, administrators and support staff to build teamwork, improve classroom teaching and ultimately help students reach their full potential.

Instilling a team ethic will depend upon relevant training and ongoing positive reinforcement from all levels. Each employee must find practical ways to use the training to foster active collaboration between teachers and students. The result should be schools where students are inspired by quality teaching to meet and often exceed expectations.

The training curriculum should be designed to remedy documented deficiencies in current classroom teaching methods. The training also should be based on instructional methods that are supported by quality research and TAAS results.

Fifty percent of the training should be devoted to practice sessions so those receiving the training can make sure they understand the teamwork concepts and can apply them in the classroom. The training should focus on instructional skills in questioning, lecture, peer coaching, classroom management, increasing academic learning time and conducting lessons that interest and inspire students.

The training should be evaluated based on trainees' perspectives, the *National Standards for Staff Development*, administrators' and teacher coaches' observations in the classroom after the training is complete. Any weaknesses should be stated in the *Peer Review Staff Development Report*.

The training should emphasize that a growth plan, traditionally limited to helping some teachers improve classroom practices, illustrates only that everyone has room for improvement. As part of the teamwork philosophy, the superintendent should incorporate his own goals into a personal growth plan shared with the employees who report directly to him.

In turn, each administrator, principal and instructional leader should develop their own growth plans and share them with their immediate employees. By sharing growth plans, employees will naturally build a mutual understanding of the district's challenges and potential. In a sense, each supervisor should treat their employees as their customers and strive to clear barriers that impede success.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Board directs the superintendent to design and implement additional staff training to build teamwork and strengthen staff commitment to quality classroom teaching.	January 1997
2. The superintendent negotiates increasing the length of teacher contract by two or more days to be devoted to teamwork staff development.	February 1997
3. Superintendent appoints a task force of administrators, teachers, parents, students and national experts in curriculum, instruction and staff development to design training that clearly improves teamwork, teaching and learning.	April 1997
4. Task force devises training plan, incorporating ongoing evaluation to ensure training benefits teachers and students in district classrooms.	April - June 1997
5. Teachers, administrators and instructional support staff attend training; task force evaluates training; and superintendent and district employees develop and share growth plans.	September 1997 Ongoing

FISCAL IMPACT

These data are based on an average daily teacher salary of \$170 These data are based on an average daily teacher salary of \$170 as reported by HISD multiplied by 11,883 teachers; the cost does not include fringe benefits or inflation.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Add two training days	\$0	(\$4,040,220)	(\$4,040,220)	(\$4,040,220)	(\$4,040,220)

FINDING

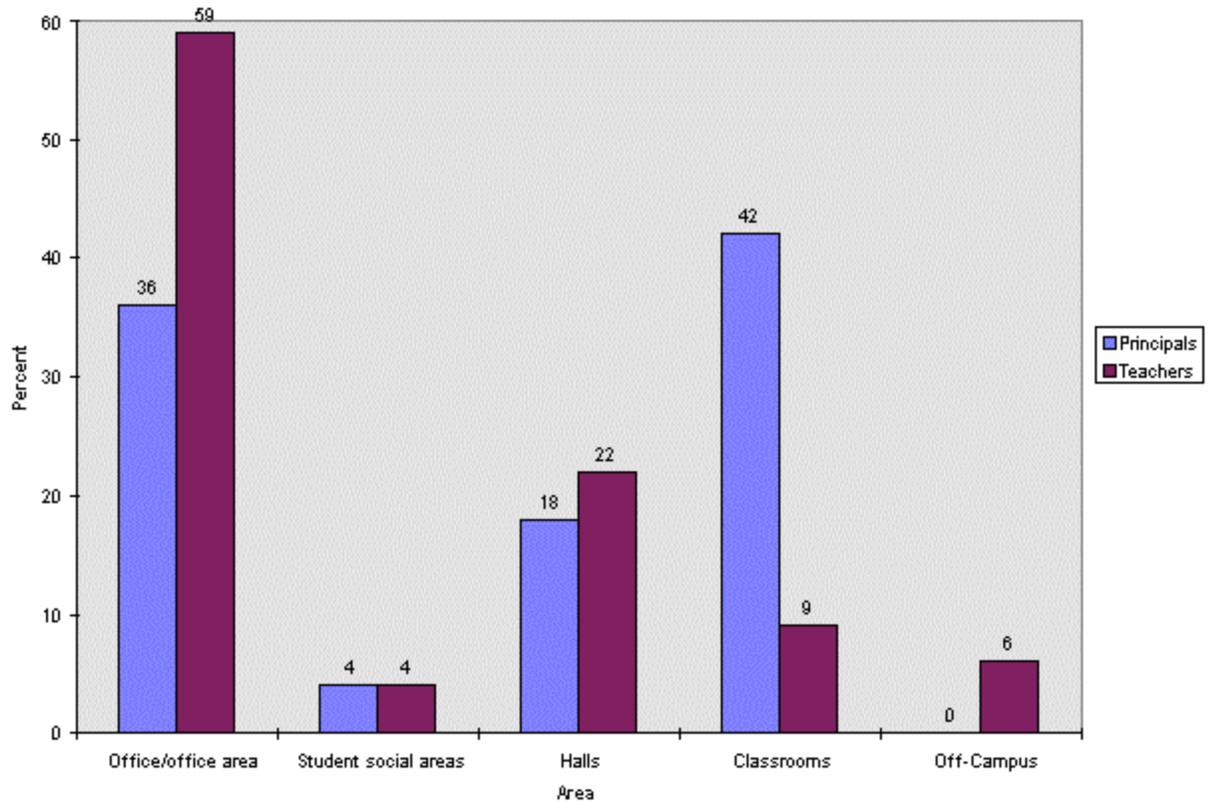
HISD principals should spend more time in classrooms, an important facet of instructional supervision. The positive correlation between the amount of time principals spend in classrooms and working with teachers to solve curriculum and instructional problems is widely documented by practitioners and academics in management and educational literature. Some benefits include increased student achievement, improved student discipline, greater teacher respect for the principal and improved student attitudes toward school.

To determine the amount of time HISD principals spend in classrooms and working with teachers and students on instructional topics, the reviewers

collected data from a random sample of telephone interviews of teachers and principals and interviews with teachers and principals in 43 schools.

The perceptions of teachers and principals on how principals spend the school day differ. Those perceptions are shown in **Exhibit 2-12**.

Exhibit 2-12
Perceptions of Where Principals Spend the School Day

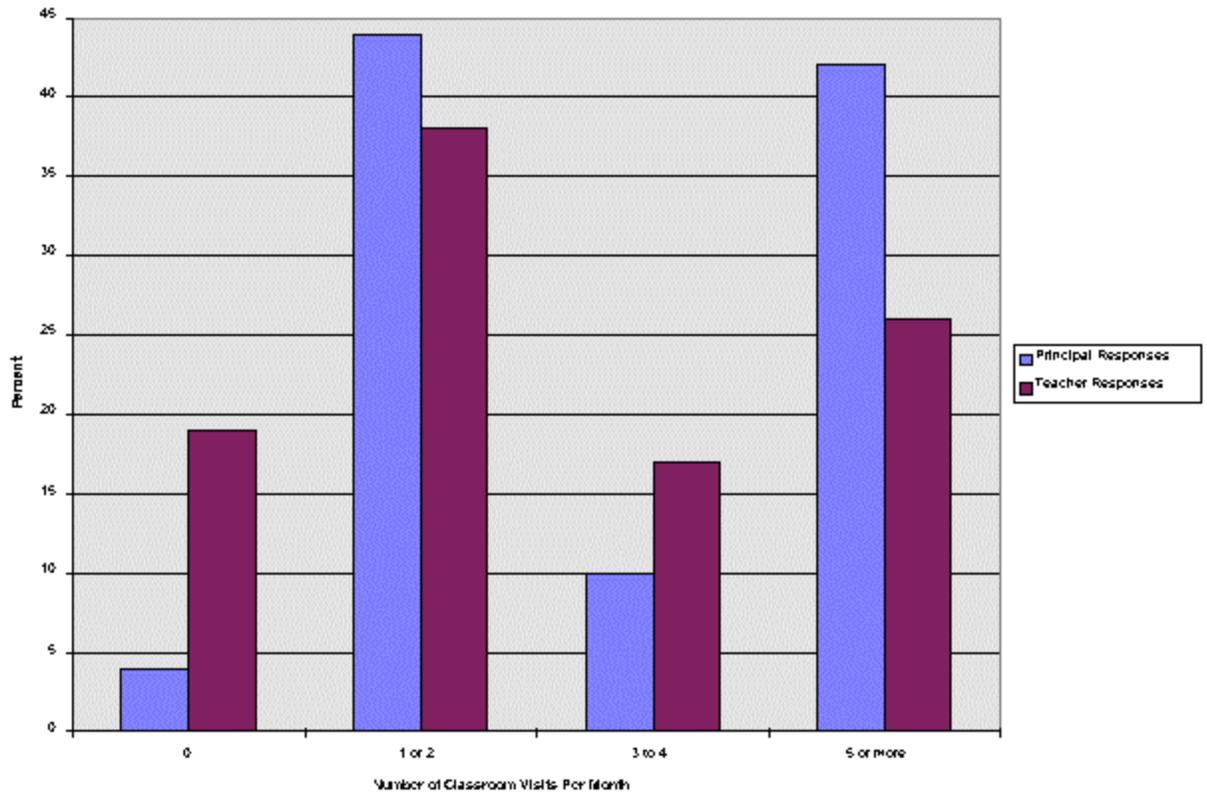


Source: TSPR telephone survey, 1996

In telephone surveys by the review team, teachers and principals differed on how much time principals spend in classrooms. This discrepancy is understandable in that teachers generally note visits to their rooms only, while principals take into account all classrooms.

In telephone interviews, principals were asked how many times per week they visit each teacher's classroom. Teachers were asked how many times per week a principal or assistant principal visits their classrooms. The responses are provided in **Exhibit 2-13**

Exhibit 2-13
Number of Principal and Assistant Principal Classroom Visits Per Week



Source: TSPR telephone survey, 1996

Research in the private and public sectors concludes that it is imperative that organizational leaders believe that their people want to do a good job. But studies have shown that people cannot be expected to do a good job without the required skills. To say that we want to improve is not an admission of fault, but a statement of desire to learn more. To fail to offer people job skills is a waste of human resources.

Teachers were asked how often various principals individually give them feedback that helps them improve teaching. Of the 1,052 teachers in the survey, 27 percent said they receive feedback from their principal less than once per week and 36 percent said about once per week.

Another survey by the review team found that 38 percent of HISD principals believe unscheduled visits in classrooms are a good idea.

Nationally, experience indicates that a school principal's most important task is to ensure that all teachers are competent, if not better. There is no way for the principals to know this or give improvement assistance without frequent observations of classes. Some districts including the Catalina Foothills School District in Tucson and the South Bay School District in San Diego require principals to be in classrooms 40 to 50 percent of the day working with teachers, observing classes and even giving lessons.

In HISD, however, most principals said they have little time to visit classrooms, and only a few said that they visit each classroom more than once or twice per week.

A few classroom teachers said that the principal visits their classroom five or more times a week, while other teachers said their principal visits once or twice a week. Most teachers in the survey said that the principal or assistant principal visited their classroom once or twice a month.

RECOMMENDATION 24:

Principals should spend at least 40 percent of the school day in classrooms observing instruction or working with teachers to improve curriculum and instruction.

IMPLEMENTATION STRATEGIES AND TIMELINES

<p>1. Board directs the superintendent and executive deputy superintendent for School Operations to draft a policy stating the requirement that principals should spend at least 40 percent of the school day in classrooms and with teachers working on instructional and curriculum improvement. Examples of duties include observing classes, problem solving with teachers and giving demonstration lessons. These activities should be added to principal's job descriptions.</p>	<p>January 1997</p>
<p>2. Board directs the superintendent and deputy executive Superintendent for School operations to develop a plan that increases the percentage of time principals currently spend in this endeavor by 10 percent each year until the 40 percent standard is attained and documented.</p>	<p>January 1997</p>
<p>3. Board directs the superintendent to reduce non-instructional related job demands such as meetings, off campus duties and unnecessary report writing to assist the school level administrators in attaining the 40 percent standard.</p>	<p>January 1997</p>
<p>4. Board adopts the policy and directs superintendent to implement it.</p>	<p>February 1997</p>

5. Superintendent and designees complete the plan, including time management training, for principals.	March 1997
6. The superintendent, executive deputy superintendent for school operations, principals and assistant principals implement the plan. Progress is monitored, record and analyzed, and given to administrators as a way to help implement the recommendation.	September 1997

FISCAL IMPACT

No additional funding is necessary to complete this recommendation.

FINDING

High quality instructional supervision is crucial to student academic achievement. The importance of instructional leadership in HISD is reflected by the inclusion of "strong administrative and instructional leadership of principals and assistant principals" as part of the research-based schools of excellence described in *BLUEPRINT: Schools for Excellence*.

Successful school districts employ administrators with strong instructional backgrounds, strong instructional skills and the ability to work with teachers in a team to improve education for students. These administrators, from central office through the schools, maintain a primary focus on improving instruction. A team attitude is present throughout the districts where assistant superintendents work with principals, the superintendent works with the assistant superintendents, and the board works with the superintendent to improve education for students.

During school interviews with administrators in schools and district and central office administrators, the review team asked administrators to talk about instruction. Most administrators cited the ongoing alignment of the curriculum to TAAS. This alignment is important, but it is curriculum alignment, not instruction. Instruction is "teaching the written curriculum" to students. Both curriculum alignment and high quality instruction are absolutely necessary before substantive academic learning can occur.

Each new administrator in Texas is required to take a course on how to evaluate teacher performance using the Texas Teacher Assessment System (TTAS). When asked to name or describe the last teacher evaluation training HISD provided, most school and central office administrators cited the TTAS training or curriculum alignment activity. The former is adequate as a beginning only and the latter is not an instructional activity.

In a telephone survey, 80 percent of teachers gave their principal a B or higher as instructional leader of the school and 20 percent gave C's or lower. As stated earlier, teachers also said that the principals made few visits to their classroom. Possibly teachers do not equate instructional leadership with the presence of their principal in their classroom. For their principal's work as manager of the school staff and teachers, 23 percent gave a grade of C or lower and 77 percent gave a B or A.

Instances of excellent instruction and instructional supervision were noted. Dynamic teaching was occurring, and the administrators were literate and accurate in their assessment of instruction. In other cases, the review team observed opportunities for improvements in instructional leadership.

RECOMMENDATION 25:

Provide training to principals and assistant principals on analyzing instruction and conducting demonstration lessons in classrooms.

Effectively teaching a classroom of students is difficult and demanding. Teamwork with knowledgeable principals who focus their day on teaching and learning is a necessity. To be adequately prepared, principals need quality training in instruction and classroom management and day-to-day support from the central and district offices..

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Board directs superintendent and executive deputy superintendent to develop a draft policy for improving effectiveness of principals and assistant principals in analyzing instruction and conducting demonstration lessons in classrooms. The primary focus should be to expand administrators' knowledge of instructional techniques, how to observe and analyze instruction and how to cooperatively develop teacher growth plans that improve classroom instruction and enhance student achievement.	January 1997
2. Executive deputy superintendent for school operations, administrators, and teachers with the assistance of outside experts develop a draft policy and procedures for implementing the policy, and they present it to the board.	March 1997
3. Board approves policy.	April 1997
4. Superintendent implements policy and procedures including training for administrators and emphasizes improving both classroom instruction and principals' instructional supervision skills.	August 1997
5. Administrator training begins with a minimum of 40 hours each year in teacher observation, instructional analysis and growth plan development and monitoring.	September 1997

FISCAL IMPACT

The district should direct earmarked funds in the Achievement Institute to cover any expenses associated with this recommendation.

FINDING

The scope of testing is the percentage of taught courses that include uniform exams such as districtwide finals. HISD conducts uniform exams in 18 percent of its courses. This scope is inadequate to supply teachers the information they need to fit their teaching to student needs. Further, HISD lacks an effective way of providing teachers the results of the tests, limiting the use of results to improve instruction.

HISD requires several assessments in its schools:

- TAAS for writing (grades 4, 8, and 10), reading, mathematics (grades 3-8 and 10), science, and social studies (grade 8);
- Otis-Lennon School Ability Test for grades 2 and 5 to identify gifted and talented students;
- Spanish Assessment of Basic Education for students receiving full Bilingual instruction,
- Language Assessment Scale an oral language proficiency measure for LEP students;
- Algebra I, End-of-the-year test;
- Biology I, End-of-the-year test;
- Pre-kindergarten End-of-the Year Developmental Survey;
- Kindergarten Developmental Survey;
- Primary Developmental Checklist: Fall Observation, Language Arts and Mathematics; and
- Primary Developmental Checklist: Reading, Writing, and Mathematics.

The following tests are administered at some schools:

- California Achievement Tests;
- Diagnostic Cognitive Test; and
- Iowa Test of Basic Skills.

Some administrators and teachers told the review team that there is no plan for guiding testing in HISD. Some area districts and individual schools use additional tests. Different schools use different tests for different purposes. The result is inconsistency in assessing student performance. Only TAAS results are available to compare student

performance among students in different schools. Moreover, the testing schedule for some students is increased where schools have been elected to conduct pilot tests or set norms for new or revised assessments. In addition, teachers and principals said that the results are used differently from classroom to classroom and from school to school.

RECOMMENDATION 26:

Adopt a policy defining the scope of testing required in HISD; the policy should specify courses and grades when formal testing is required.

School districts such as the Kyrene district in Phoenix and the University Place district in Seattle offer model policies for ensuring an adequate scope in testing. The sample policy in **Appendix L** is also helpful.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Board directs the superintendent to draft a policy for board review, study and adoption.	January 1997
2. The superintendent and executive deputy superintendent for School Operations develop the policy with feedback from staff.	March 1997
3. Board adopts the policy.	April 1997
3. The superintendent directs the administrators to implement the plan.	April 1997

FISCAL IMPACT

This recommendation can be implemented at no additional cost.

FINDING

According to the division of Instructional Technology, the district maintains 30,000 microcomputers in offices, classrooms and educational laboratories districtwide. During 1995-96, in addition, the district monitored 40 computer-related projects in the schools.

Some 300 teachers are on the mailing list for the HISD Computer Users Educators Group, which has met every two months for several years. The meetings allow teachers to share information about their specific computer projects and give instructional technology staff an opportunity to present state-of-the-art products.

While nearly half of surveyed teachers gave grades of A or B to the district's provision of laboratory equipment and computers, the review team found little evidence of students using computers in the schools. In one high school, team members visited a science wing for biology, chemistry and physics classes where no scientific equipment or computer technology was seen in use. Instead, most students worked on pencil and paper assignments.

While area districts are required to have instructional technology plans, administrators said some districts have the plans, others do not.

Teachers said they were unfamiliar with available software or that computers were not working due to maintenance problems. Team members confirmed that not all classrooms had computers supplied by the district. Where computers had been donated by an outside source, there were no provisions for upkeep. When computers malfunctioned, they were simply not used anymore.

The director of Instructional Technology planned to regularly bring together area district instructional supervisors in 1996-97 to discuss ways of matching student needs with computer applications. But administrators said they do not have a formal plan for systematically determining which applications are needed, when to implement them, and how to assess the results. They said such a plan would allow the entire district to project computer equipment and teacher and student training needs.

RECOMMENDATION 27:

Develop a comprehensive plan to match student needs in the area of technology with available resources.

Develop a comprehensive catalogue of all computer technology equipment and software in HISD, a plan for purchasing and equitable distribution of computers and software, a plan for teacher and administrator training, and a plan for assessing student achievement due to the use of computers.

IMPLEMENTATION STRATEGIES AND TIMELINE

<p>1. Board directs the superintendent to develop 1) a comprehensive catalogue of all computers in HISD by school and type; 2) a plan for purchasing and equitable distribution of computers; 3) a plan for ensuring high school teacher and administrator training in the use and applications of technology and equity of distribution and use of technology across schools: a systematic strategy for determining the</p>	<p>January 1997</p>
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computer programs to be implemented and corresponding timeline and 4) a plan for assessing student achievement resulting from the use of computers	
2. The superintendent directs the administrator in charge of technology to complete items 1 and 2 of the board directive; the administrator in charge of staff development to complete item 3 of the board directive; and the Research and Evaluation department to complete item 4 of the board directive.	February 1997
3. The administrator in charge of technology completes item 1 and 2.	May 1997
4. The administrator in charge of staff development completes item 3.	August 1997
5. The administrator in charge of research and evaluation completes item 4.	August 1997
6. The plans are implemented and monitored.	September 1997 Ongoing

FISCAL IMPACT

No additional funds are required to complete this recommendation.

FINDING

Two district departments, Research and Evaluation (R&E) and Student Assessment, gather and analyze extensive student performance data, but the departments operate as separate entities.

R&E routinely publishes reports on TAAS results and the performance of district programs ranging from the Alternative Certification Program for teachers to bilingual/ESL programs to various dropout prevention efforts. From 1988-89 through 1994-95, the department produced reports on 199 programs, in addition to 63 special reports on topics of district interest. On another front, teachers and administrators said they often call upon R&E analysts to assist in writing grant applications or in recommending improvements to campus programs.

While district staff said they see R&E as an arm of the superintendent's office, Student Assessment appeared to be seen as more directly related to day-to-day activities in the schools. Student Assessment coordinates the district's testing programs and creates student assessment instruments as

well as elementary school progress report cards. The department also trains teachers on ways of assessing student performance and offers feedback to teachers seeking instructional help.

Both departments provide valuable information to administrators, teachers and the general public. However, the review team found no district statement of purpose on how performance data should be collected and distributed. In addition, no guidelines appear to exist defining how the two departments are to connect. In the meantime, their responsibilities occasionally overlap. For instance, both departments train administrators and teachers on how to analyze test data. The departments also work closely with specialists in curriculum and professional development on student performance issues.

The Research and Evaluation Department employs 26 people at an annual cost of more than \$1.1 million in salaries, according to district figures. The department has no formal way of ranking district department requests for assistance. In short, the department tries to honor requests for information from almost any employee. Perhaps because of the overload, district staff said, R&E reports do not always appear in time to contribute to budgetary decisions about academic programs.

Other districts, including Wichita, Kansas and Inglewood, California, have saved money and still reaped research results by hiring outside firms to perform specialized studies.

RECOMMENDATION 28:

Downsize the Research and Evaluation Department with the implementation of new technology in the district.

Initially, R&E should reduce staffing by formalizing a method of ranking or limiting research requests. As technology is implemented districtwide, the department should be reduced to a small group of people responsible for securing specialized assistance for external studies and performing program reviews related to federal grant requirements. In the meantime, the department should work with the Finance Department to ensure program reviews contribute to annual budget discussions. Student Assessment should assume TAAS analysis responsibilities for the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Research and Evaluation director shifts TAAS analysis responsibilities to Student Assessment and develops and implements method of ranking or limiting district research requests.	January 1997
2. Director develops strategy for staffing reductions of at least five	March

positions associated with reduced workload and informs affected employees.	1997
3. Positions are reduced and duties are assigned to remaining staff.	August 1997
4. As district financial, payroll, personnel and student tracking systems are implemented and administrators are able to obtain information from systems directly, R&E director should further reduce staffing to a core group of individuals needed to support special studies and program reviews for federal grants.	August 1999

FISCAL IMPACT

At an average annual salary of \$50,554, including 11.78 percent for benefits, the initial reduction of five positions will result in savings of \$252,623 annually. As technology is fully implemented, 10 additional positions should be eliminated at estimated additional savings of \$504,646.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2001-02
Downsize Research and Evaluation	\$0	\$252,623	\$252,623	\$752,269	\$752,269

Performance Management

To effectively evaluate, assess, plan, make policies, and implement school or student improvement plans, site-based decision-makers must be able to:

- identify the measurable and non-measurable aspects of performance;
- determine which aspects have the greatest influence on student achievement and other outcomes;
- measure student, program and school performance at a point in time over periods of time;
- predict how changes in resources or processes will affect educational outcomes;
- apply a combination of judgment and data analysis in deciding how to improve performance; and
- compare the actual effects of changes to the predicted effects.

The idea is that once a school district, campus or teacher knows where there are variances in student performance among students in similar instructional settings, strategies for improving performance can be developed in such areas as staff development, instructional strategies, curriculum, student schedules, and the quality of time devoted to academic tasks.

FINDING

In 1992-93, 16 HISD schools agreed to participate with 60 other Texas public schools in a pilot project of the Educational Productivity Council of the University of Texas Department of Educational Administration. Four more schools joined the pilot in 1995-96. The project, intended to result in a model system for gleaning student performance information useful to teachers, tracks TAAS results by student, class and the entire school population year after year. The resulting long-term, or longitudinal, database will be used to evaluate the effects of instructional strategies, time, curricula, and other educational factors on individual students, classes and the schools.

Ten elementary schools, five middle schools and five high schools are participating in the Performance Management System pilot. They are: Sanchez, Southmayd, Travis, Harvard, Whittier, Pleasantville, Grissom, Hobby, Burnet and Henderson elementary schools; Deady, Hogg, Holland, Dowling and Jackson middle schools; and Milby, Reagan, Madison, Austin and Furr high schools.

District schools in the pilot that have applied results from the council project generally report improved TAAS scores, according to the council, although the study has not yet pinpointed links between specific instructional strategies spurred by the model and student performance gains.

From the model, teachers and principals can diagnose specific student needs and change teaching strategies. In each case, the model generates a graph showing how each student in the class met each tested concept. A graph might show that five students in one class have not grasped basic multiplication. The teacher could then concentrate on reviewing the basics with those students before turning to other tasks.

An elementary school principal said the program helped teachers single out each student's strengths and weaknesses against TAAS objectives. The data is received in early September each year, so it becomes useful in planning curricular and instructional adjustments.

COMMENDATION

By volunteering 20 schools to the Performance Management System pilot project, the district signaled its desire to use TAAS results to improve teaching and educational results.

FINDING

HISD's participation in the pilot project of the Educational Productivity Council of the University of Texas Department of Educational Administration has produced significant benefits for the participating campuses.

Outside of the pilot schools, however, teachers and principals told the review team that they do not receive such detailed TAAS results, which prevents them from tailoring instruction to meet identified student weaknesses. The observed effect has been instruction that fails to inspire student performance or teacher engagement.

The council has offered to expand its program districtwide at a cost of \$10,000 for each area district. This cost would cover data collection, analysis and annual reports for each area district, school, classroom and student.

RECOMMENDATION 29:

Implement the Performance Management System districtwide to drive effective strategies in such areas as staff development, instruction, curriculum, assessment, student schedules, and/or the amount of time devoted to class tasks.

By applying this promising tool, the district will provide teachers and principals with a detailed, continual way to identify and address student weaknesses, while also formalizing a teamwork philosophy. Results should also help highlight model programs that could be replicated in other schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Superintendent contacts Educational Productivity Council to arrange districtwide presentation on the history and potential for the council's Performance Management System.	January 1997
2. Superintendent designates assistant superintendent for School	January

Administration to chair a task force of administrators, teachers and appropriate community members to coordinate and monitor plan for districtwide implementation; the task force announces and holds public presentation on management system with portion devoted to results in 80 Texas school districts in pilot project.	1997
3. Task force presents detailed plan to superintendent, who presents to board for approval; the proposal includes implementation plan for all schools in 1997-98.	April 1997
4. With council advice, representatives from School Administration, Educational Programs and Research and Evaluation departments design and implement method to annually assess practical uses and effects of performance management tool, with results being quickly available to school principals, teachers and students.	April 1997 Ongoing
5. Assistant superintendent, consulting Career and Technology Education Division, identifies technology needs at schools, area district and central offices to implement plan, in accord with district's technology implementation plans.	April 1997
6. Assistant superintendent and task force work with area superintendents, school principals and teachers to initiate implementation plan.	May 1997
7. Council and HISD staff development specialists develop and provide training to principals, teachers and select teacher's aides districtwide; council ensures program viability in time for TAAS testing.	May - August 1997
8. Assistant superintendent, council and task force continue implementation, review monitoring method and ensure additional training as needed.	September 1997 Ongoing

FISCAL IMPACT

The annual cost of \$120,000 includes the council's training of teachers and administrators at each school. Equipment needs are covered in the district's implementation of its instructional technology plan.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2001-02
Implement Performance Management System		(\$120,000)	(\$120,000)	(\$120,000)	(\$120,000)

Chapter 2:

D. SPECIAL PROGRAMS

CURRENT SITUATION

HISD serves its students in many ways that extend beyond the regular education program. This section covers magnet and charter schools, bilingual/English as a Second Language programs, special education, gifted and talented programs, student support services, dropout prevention and student retention, and career and technology education.

Magnet and Charter Schools

CURRENT SITUATION

HISD maintains magnet programs in 53 elementary schools, 21 middle schools and 22 of the 26 high schools. In addition, the district features seven elementary cluster magnet programs that afford students opportunities to use local resources such as the Houston Zoo and Ellington Air Force Base for educational enrichment.

On another front, the district initiated a charter school effort during 1995-96 giving a community group the opportunity to focus intensive educational methods on students at four schools.

FINDING

HISD ranks among national leaders in developing and expanding magnet schools, which draw students from all over a district to a particular school or group of schools for outstanding instruction in a specific area. While the High School for the Performing Arts opened in 1971 as an alternative school open to students from all parts of Houston, the district formally opened its first magnet schools in 1975-76.

In the review team's surveys and community focus groups, Houston residents were nearly unanimous in praising the magnet programs. Among comments, residents said the programs instill student self-esteem, result in excellent vocational and academic training and should be placed on every campus.

COMMENDATION

HISD's commitment to magnet schools creates special opportunities for students to specialize in academic subjects and learn at a faster pace.

FINDING

In January 1995, HISD initiated a charter school cluster with a community group called the Coalition for School Improvement. The district board designated four schools to operate autonomously from the district beginning in 1995-96. Three elementary schools-Highland Heights, Osborne and Wesley-were selected to feed into a charter middle school, M.C. Williams, under the direction of a nationally recognized educational leader advised by a board of commissioners including community members and business, educational and government leaders. Nearly 3,000 students were enrolled for the first school year.

Built around a strict direct instruction model, the schools emphasize language acquisition and problem solving in 14 educational areas, including the state-required essential elements. At each school, campus teachers and administrators tailor the curriculum to meet student needs and draw upon textbooks and other materials selected by the project manager with the advice of the coalition.

A review team visit to one of the charter schools yielded many signs of promise. Students worked closely with teachers in an engaging atmosphere of shared learning. Although this cluster of schools has been operating less than two years, the early indications are that the district can count on success.

COMMENDATION

With district support, the Coalition for School Improvement appears to be a model example of the ability of involved parents and community members to make schools work for children.

Bilingual/English as a Second Language Programs

Bilingual education is a full-time program of dual language instruction that helps students learn English so they can quickly participate in the regular school program.

A student of limited English proficiency (LEP) is one whose:

primary language is other than English and whose English language skills are such that the student has difficulty performing ordinary classwork in English. (Texas Education Code, Section 29.052)

Each district is required by state law to offer two types of special language programs to students. Bilingual programs provide basic academic instruction in the student's primary language in addition to lessons on the English language. English as a Second Language (ESL) programs focus on intensive instruction in English from teachers trained to instruct students with language differences.

LEP students may attend both bilingual and ESL programs in the following manner:

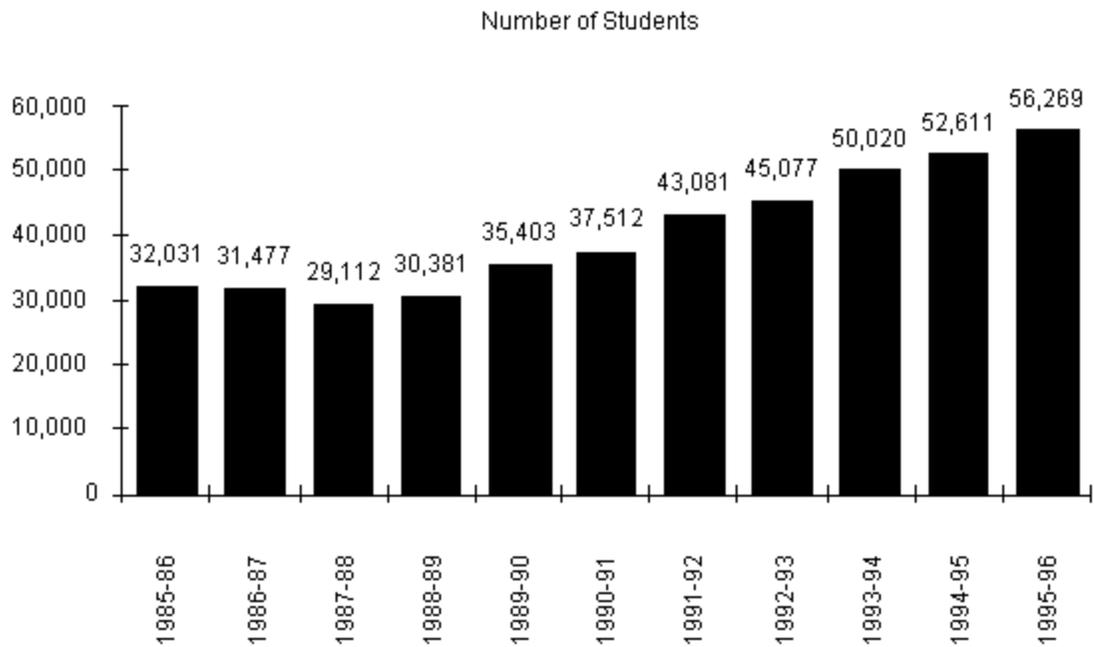
- Bilingual education in kindergarten through elementary grades
- Bilingual education, instruction in ESL or other transitional language instruction approved by TEA through grade eight
- ESL instruction in grades nine through 12

Senate Bill 1 (S.B.1), the Legislature's 1995 overhaul of the Texas Education Code, included no statutory changes to bilingual/ESL programs.

CURRENT SITUATION

The number of LEP students in HISD, identified based on the primary language spoken at home, has surged 70 percent since 1985-86, reaching 56,269 students in 1995-96 (**Exhibit 2-14**). Spanish-speaking students amounted to 95 percent of the LEP students, with speakers of Vietnamese, Chinese, Korean and some 60 other languages comprising the remainder. Many LEP students also were migrant students, who numbered 1,124 in 1995-96.

Exhibit 2-14 Limited English Proficiency Students 1985-86 through 1995-96



Source: HISD, Research and Evaluation Department.

Of the LEP students, 48,207, or 86 percent, were enrolled in bilingual/ESL programs in 1995-96. Put another way, students in bilingual/ESL programs comprised 23 percent of the district's total enrollment, up from 16 percent in 1990-91.

LEP students not enrolled in bilingual/ESL programs were assigned to other programs, enrolled in special, alternative education or Vanguard classes or attended classes led by teachers short of completing state bilingual/ESL certification requirements. In some cases, parents signed waivers indicating they did not want their children to attend bilingual/ESL programs.

Following state law, HISD's Multilingual Programs Department oversees a "transitional" bilingual program, meaning that each LEP student is schooled in their home language and introduced to English-based instruction only after a high level of literacy is attained in the home language. Prior to 1995-96, the transitional approach was mandated districtwide, but the district now allows more innovative approaches encouraging bilingualism for life.

State law requires each district to maintain a Language Proficiency Assessment Committee (LPAC), consisting of at least a campus administrator, one certified bilingual and one certified ESL teacher and a parent of a participating student. Each fall, the campus LPACs recommend

whether individual LEP students enroll in either bilingual or ESL programs. At the end of each school year, each committee recommends whether students should continue to attend the same programs in the next school year or shift into ESL or English-only instruction. In addition, each committee is to monitor the academic progress of students moved from bilingual programs into English-based instruction for two years. Students who are not academically successful are to be reclassified as LEP and recommended for participation in a language program that addresses their needs.

Most individuals interviewed by the review team said district bilingual programs are effective.

In a telephone survey, 67 percent of district principals and assistant principals gave letter grades of A or B to the district's use of programs for bilingual students. An even greater number of central and district administrators, 77 percent, gave similar grades.

In another telephone survey, 51 percent of the public rated the district bilingual programs as good or excellent, 32 percent rated them fair and 17 percent said they were poor.

Nearly one third of 1,500 students surveyed by the review team said they were not familiar with bilingual programs or teachers. Of the remaining students, nearly 70 percent rated bilingual teachers as good or excellent, but only 53 percent rated bilingual programs the same way. Forty-seven percent of the remaining student respondents rated bilingual programs as fair or poor.

Bilingual student test performance

TEA and the district's Research and Evaluation Department have each identified shortfalls in bilingual student performance on standardized tests, which tend to reflect the increasing number of non-English speaking students not yet prepared for testing in English.

On the standardized Spanish Assessment of Basic Skills (SABE), students generally scored below grade level expectations. Reviewing 1994-95 results, the district found that student averages on the reading portion of the SABE in grades one through six decreased from 1993-94. Average math SABE scores decreased in grades one, two, four, five and six.

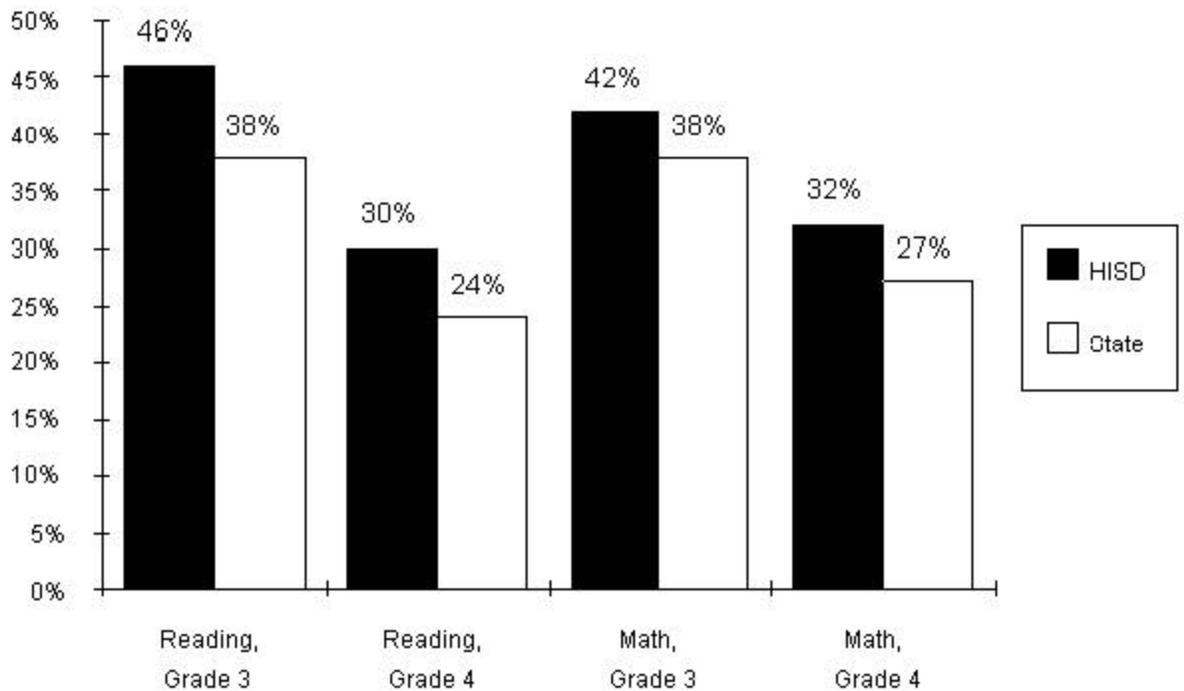
Between 1993-94 and 1994-95, bilingual student passing rates on the reading and math portions of the state-mandated TAAS declined in grades six and seven. The passing rates of ESL students in grades six, seven and

nine declined in reading, while math passing rates fell in grades six, seven, eight and nine.

The district appears well aware of student performance differences. As one administrator described it, LEP students lag behind their English-speaking peers; in 1994-95, 70 percent of all English-proficient students in grades three through seven passed the reading TAAS, but only 53 percent of LEP students passed.

Despite shortcomings, HISD Spanish-speaking LEP students outperformed their peers statewide on a 1995 field test of the Spanish TAAS (**Exhibit 2-15**). Administrators cautioned, however, that comparisons may be flawed because participation was not required of all Spanish-speaking students. In short, the field test was designed to help TEA devise a valid and reliable Spanish TAAS to be used in state school and district accountability ratings at all in grades three through six beginning in 1997-1998.

Exhibit 2-15
HISD Limited English Proficiency Students
Mastering Spanish TAAS
1995-96



Source: HISD, Research and Evaluation Department.

TAAS exemptions

The number of LEP students administered the TAAS or other standardized tests decreased greatly from 1993-94 to 1994-95, while the number of LEP students exempted from taking the tests increased significantly. When a student is exempted, their scores are not counted in a school's student averages, which factor into the school's annual TEA rating.

State law allows LPACs to exempt non-English speaking students from the English language TAAS or administer a Spanish version. To make such determinations, each committee should consider a student's literacy and oral proficiency in English and Spanish, their class participation, the number of years continuously enrolled in school, previous testing history and general academic achievement.

The district reported 12,600 exemptions of LEP students from TAAS testing in 1994-95, but a TEA audit attributed the surprisingly high figures to unintentional errors in computer coding. The number of LEP exemptions decreased in 1995-96 to less than 7,000.

Many LEP students exempted from the 1995-96 TAAS still took the TAAS so schools could place them in the appropriate bilingual programs. Their average TAAS scores underscore a lack of English proficiency and HISD's need for topnotch bilingual/ESL programs.

In 1994-95, 47 percent of exempted LEP students in grade three passed the reading portion of TAAS and 52 percent passed the math portion. Passing rates for LEP students exempted from the TAAS decreased in each of the subsequent grades, bottoming out in grade eight, in which 10 percent of LEP students passed the reading TAAS, 11 percent passed the math part and 3 percent passed the writing exam. Students in the upper grades included recent immigrants and students who had repeatedly failed to master reading in English.

FINDING

In 1995-96, HISD's Multilingual Programs Department devised a Dual Language Initiative (DLI) featuring new approaches encouraging bilingual literacy for life in contrast to the traditional emphasis on students shedding their home language for English.

The initiative was brought forward alongside a new district goal to "ensure that all language minority and language majority students who graduate

from high school will be academically proficient in English and another language."

Partly because of projected annual costs in excess of \$300,000 associated with training teachers and preparing parents and community members, the DLI was not immediately funded districtwide. But several schools launched pilot projects.

Among recommended models, developmental programs emphasize instruction in a student's home language throughout their early elementary grades. A second favored approach, Spanish/English dual language classes, groups Spanish-language students with English-speaking students. Initially, LEP students are taught the academic curriculum mostly in Spanish with some English instruction, but the mix of languages gradually shifts in the later elementary grades until English accounts for half of the instruction. English speaking-students, meanwhile, are immersed in Spanish at the start of the program and then gradually "reintroduced" to English in the later elementary grades.

Proponents say dual language programs lead to multi-lingual literacy for all students, improve the profile of bilingual education and boost student self-esteem and academic achievement.

Two elementary schools, Herod and Mark Twain, initiated dual language instruction in 1995-96, while additional schools planned to begin programs in 1996-97.

In each instance, the schools offering dual language instruction successfully sought federal Title VII grants to support the new approaches. For 1995-96, two schools in the Southwest area district, one school in the Central district and the entire North district captured nearly \$15 million in federal grants for dual language instruction and related bilingual instruction initiatives (**Exhibit 2-16**).

Exhibit 2-16
Special Federal Grants to HISD Bilingual Programs
1995-96

Area District	Program	Grant \$	Schools
North	Bilingual Pathways to Success	\$655,000	Districtwide
Southwest	El Proyecto Cunningham (The Cunningham Project)	\$249,908	Cunningham Elementary
Central	Dos Mundos, Una Vision (Two Worlds, One Vision)	\$181,587	Twain Elementary

Southwest	Compartiendo Culturas (Comparing Cultures)	\$170,000	Herod Elementary
Southwest	Compartiendo Culturas	\$110,203	Herod Elementary
Southwest	Ciencias en Espanol (Sciences in Spanish)	\$105,200	Herod Elementary

Source: HISD, Office of Grant Development

Statewide, 10 school districts, including San Antonio, Dallas and El Paso, offered at least one dual language program in 1995-96, according to the Southwest Education Development Laboratory. HISD is emerging as a leader in this approach.

COMMENDATION

Aggressive efforts by HISD administrators and teachers to secure federal grant support for dual language instruction are likely to foster gains in student performance and innovations in bilingual instruction.

FINDING

While Spanish-speaking students comprise the greatest number of bilingual/ESL participants, students whose primary language is Vietnamese or another language are increasing in number. In 1995-96, 1,207 Vietnamese students attended classes in HISD, an increase of 37, or 3 percent, from 1994-95. Of the Vietnamese students, 99 were enrolled in kindergarten, while fewer numbers attended school in other grades.

State law requires districts to offer bilingual options to students if more than 20 students who speak a language other than English are identified in any elementary school grade districtwide.

Asian civic leaders told the review team that Asian children feel left out of bilingual education. They also said that funds should not be used to favor one culture over another.

Several HISD central administrators and principals said they have strived to develop Vietnamese-oriented offerings, but are hindered by a lack of teachers certified to teach ESL in Vietnamese. In particular, they said there has been no available method of determining whether teachers were fluent enough to teach students entirely in Vietnamese.

At Anderson Elementary School, however, the principal addressed the unavailability of certified Vietnamese-speaking teachers by hiring Vietnamese-speaking teacher's aides to work with an English-speaking teacher certified in ESL. And for 1996-97, the principal recruited two certified Vietnamese-speaking ESL teachers by attending an out-of-state Southeast Asia educators conference and visiting another Texas school district that employed certified Vietnamese-speaking ESL teachers.

COMMENDATION

By making extraordinary efforts to identify Vietnamese-speaking certified bilingual teachers, the district demonstrated an ability to serve its second-largest population of non-English speaking students.

FINDING

HISD has a general sense of how quickly and often bilingual/ESL students move into regular education programs. Most LEP students advance to regular education classes within two to three years, according to the Office of Research and Evaluation. From another vantage point, about 3,000 LEP students shift into regular English-based instruction annually.

But the district has no documented goal of moving LEP students to English-based instruction within a specified number of years in large part, administrators said, because of a belief that each student's progress should be individualized. Setting such a goal, administrators said, could prompt campus teachers and principals to push students into English-based instruction before they are ready. In the same spirit, the district has no formal strategy focused on bringing lagging LEP students up to par with their peers.

HISD is hardly alone in this respect. Nationally, few bilingual/ESL programs set formal achievement goals for LEP students, possibly because such goals may be difficult to achieve, particularly in the face of increasing numbers of non-English speaking students. In an exception, however, the Newark, New Jersey public school system expects 80 percent of LEP students to read and write at grade level by their fourth year of bilingual/ESL instruction. An administrator in the Newark district said the goal gives the district a challenging yardstick to measure the effectiveness of bilingual education programs. Ideally, such a goal leads to policies and classroom adjustments helping students succeed.

RECOMMENDATION 30:

HISD should develop and set a formal goal and strategy for moving students enrolled in bilingual/ESL programs from literacy in their home language to reading and writing at grade level in English.

Special care should be taken to avoid a goal and strategy that allows or encourages campus personnel to advance non-English speakers before they are academically prepared in their primary language.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, in consultation with the assistant superintendent for special programs, appoints a district task force to recommend a goal and strategy for shifting LEP students from bilingual/ESL programs to English-based instruction within a specified time limit.	January 1997
2. The assistant superintendent, acting as chair of the task force, convenes the task force and fosters a work plan that will lead to a cutting-edge goal and strategy drawing upon best practice examples from other school districts and research on bilingual instruction.	February 1997
3. The task force researches the recommendation, drafts a suggested goal and strategy, and presents its proposal to the superintendent.	March - April 1997
4. The superintendent recommends a goal and strategy to the board for approval; the proposal includes any initiatives deemed relevant to the goal and strategy to benefit students in ESL/bilingual education programs.	May 1997
5. The assistant superintendent implements goal and strategy and, in consultation with Research and Evaluation Department, begins to measure annual of progress by grade, school and area district.	June 1997 Ongoing

FISCAL IMPACT

This recommendation requires no additional resources.

Chapter 2:

FINDING

Some administrators and bilingual supervisors told the review team that many bilingual elementary school students are assigned to English-based instruction before they are academically prepared.

By varying estimates, as many as 60 to 80 percent of LEP Spanish-speaking students in HISD are not retained in the bilingual program long enough for a smooth transition to English-based instruction. Unfortunately, administrators said, students subsequently fail to adjust and become frustrated and more likely to drop out.

TAAS performance appears to confirm such an analysis; less than half of bilingual students in grade six passed the English reading TAAS in 1994-95, while more than 70 percent of bilingual students in grade six did not master the math TAAS given in English. Among ESL students, presumably advanced to more English-based instruction because of improved comprehension, 37 percent of students in sixth grade passed the English TAAS in reading, while only 19 percent passed in math.

Administrators said some principals, teachers and campus LPACs do not understand or believe the research-backed evidence indicating that students need a firm grasp of academic subject matters in their primary languages before they can learn about the same topics in English. Principals mistakenly believe that once a student demonstrates a day-to-day grasp of conversational or "playground" English, they also speak and understand academic English.

On the other hand, schools that ease the transition from the home language to English report better results. "More Spanish does not lead to less English," one principal told the review team. "When you move them too soon, they falter and fall. If you wait, they do come around and succeed."

The district has model programs that allow bilingual students sufficient time to learn academic English. These include efforts at two elementary schools, Barrick and Tijerina, where principals have fostered extended bilingual and two-way Spanish-English classes through the fifth grade. In both cases, the principals reported high student passage rates of the English TAAS in reading and math.

RECOMMENDATION 31:

The Multilingual Programs Department, area superintendents and campus principals and teachers should instill innovative teaching strategies in the later elementary grades to ensure bilingual students are academically prepared before embarking on English-based instruction.

Administrators, principals and bilingual supervisors told the review team that model programs in the district could be replicated once other school faculties learn about them.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for special programs directs the Bilingual Educational Advisory Council to identify model fourth, fifth and sixth grade programs that best prepare bilingual students for success in English-based instruction.	January 1997
2. The council identifies successful programs and devises written strategies for replicating the programs in other schools.	April 1997
3. The assistant superintendent distributes the written strategies to elementary school principals, bilingual/ESL teachers and campus LPACs with a request that principals adapt the appropriate models to meet bilingual student needs.	May 1997
4. The Research and Evaluation Department, in consultation with the Bilingual Educational Advisory Council, analyzes the incidence of premature movement of bilingual students into English-based instruction as part of annual reviews of bilingual programs.	Ongoing

FISCAL IMPACT

This recommendation requires no additional resources.

FINDING

Less than 10 HISD schools applied for the bilingual education federal grants awarded for 1995-96, according to the district Office of Grant Development. While the office holds technical assistance workshops to inform school administrators of such opportunities, most school officials do not follow through with grant applications. Such funding options would seem ideal, especially until the district makes a financial commitment to DLI. According to figures presented in **Exhibit 2-16**, grants brought in significant sums of money to HISD's bilingual programs.

RECOMMENDATION 32:

Each area district should identify dual language or other bilingual education opportunities that would qualify for federal or other grant support and seek the appropriate aid.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The district Office of Grant Development provides each area superintendent and bilingual education supervisors with information regarding available grants from federal or other sources for bilingual instructional programs.	January 1997
2. In each area district, the bilingual education supervisors, in consultation with principals and bilingual/ESL teachers, identify specific opportunities for dual language programs that would qualify for federal or other aid.	March 1997
3. Area superintendents narrow identified opportunities to a limited number of programs to seek federal or other aid. With assistance of the grant development office, bilingual supervisors and principals prepare materials to apply for outside grants.	April 1997
4 Office of Grant Development annually alerts area superintendents, bilingual supervisors and principals to opportunities for outside aid for bilingual instruction.	January 1997 Ongoing

FISCAL IMPACT

This recommendation requires no additional resources but could potentially increase revenues available to bilingual programs by as much as \$1 million dollars annually if grants are aggressively pursued.

FINDING

HISD's student population will perpetually include students from nations around the globe. But interviews suggested that academic programs do not keep pace with the diversity of the student population.

A Houston refugee assistance worker told the review team that Bosnians, for instance, are coming into the schools in greater numbers, but the district has not retained Bosnian teachers or teacher aides. "It's extremely helpful not only for language instruction, but also for the school-parent relationship," the worker said. "They serve as cultural conduits."

The worker suggested that any school with 40 or more students speaking a language other than English should provide bilingual programs in the second language.

RECOMMENDATION 33:

Each area district should identify any concentrations of students whose primary language is not English or Spanish and step up efforts to recruit teachers who speak the appropriate languages.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Each area superintendent directs district bilingual supervisors to analyze campus enrollments, identify pockets of minority students whose primary language is not English or Spanish and devise strategies for providing full-fledged bilingual instruction.	January 1997
2. Bilingual supervisors conduct research and devise appropriate strategies with assistance of district Multilingual Programs Office, refugee assistance groups, parents and community members.	February - March 1997
3. Area superintendents implement appropriate recruitment strategies with goal of providing full-fledged bilingual programs in 1997-98.	April 1997

FISCAL IMPACT

This recommendation requires no additional resources.

Special Education

CURRENT SITUATION

Federal law requires school districts to provide free and appropriate education to students with disabilities from age three to 21, along with services for students who are visually and hearing-impaired from birth. Under federal and state guidelines, students must be evaluated before entering Special Education programs and must be re-evaluated every three years while they are in the program. Admissions, review and dismissal (ARD) committees, composed of parents and professional staff specified in federal law, make decisions concerning eligibility, educational plans, placements into Special Education services, and dismissals. Individual Education Plans (IEP) are developed by ARDs to identify educational objectives, services, and program activities for each Special Education student.

The Individuals with Disabilities Education Act (IDEA) of 1975 requires school districts to provide each student with disabilities education-related

health services. Depending on student needs, these services may include occupational, physical and speech therapy as well as transportation to and from specialized physicians or other specialists, including diagnosticians, counselors and nurses.

During 1995-96, HISD enrolled 20,734 students in Special Education programs (**Exhibit 2-17**), or approximately 10 percent of the district's student population. Enrollment levels have increased slightly since 1993-94.

Exhibit 2-17
HISD Special Education Enrollments
1993-94 through 1995-1996

Categories	1993-94	1994-95	1995-96	Percent Change
African American	8,808	9,017	9,255	5.1
Hispanic	7,733	8,132	8,346	7.9
Anglo	2,866	2,940	2,928	2.2
Asian	169	167	193	14.2
Native American	16	13	12	(25.0)
Total	19,592	20,269	20,734	5.8
Economically Disadvantaged	11,049	10,762	12,316	11.5

Source: Public Education Information System (PEIMS). Texas Education Agency.

Two HISD departments provide Special Education services. Special Education provides instructional support, speech therapy, psychological and other district medical services, and hearing impaired and visually impaired programs. The Child Study Department houses an intake center to test 3-5 year-olds, and provides staff development, data gathering, and other support services to special education staff and child study evaluation specialists.

As part of decentralization efforts during 1995-96, Special Education director positions were created at each area district to manage coordinators and evaluation specialists. Coordinators oversee implementation of ARD/IEP services and oversee Special Education instructional programs. Evaluation specialists provide comprehensive assessments to test and evaluate each Special Education referral. The assessment determines if the student meets one or more of the definitions of disability in state law, and is also used in making decisions about appropriate placements and services.

Health practitioners, such as speech therapists, psychologists, and social workers, and 1,300 Special Education teachers provide the health and educational services specified in each student's IEP.

Special education funding for HISD students, based on their identified needs, is outlined in **Exhibit 2-18**.

Exhibit 2-18
HISD Special Education Funding
1995-1996

Instructional Arrangement	FTE Weight in Law	Number of FTEs	Weighted FTEs	Adj Basic Allotment	1995-96 State Funding	1995-96 Est HISD Expenses
Homebound	5.0	23.18	116.9	\$2,676	\$310,032	
Hospital Class	3.0	225.92	677.76	\$2,676	\$1,813,008	
Speech Ther.	5.0	282.68	1413.4	\$2,676	\$3,739,891	
Resource Rm	3.0	1781.92	5345.76	\$2,676	\$14,299,908	
Self-contained Reg. Campus	3.0	952.01	2856.03	\$2,676	\$7,639,880	
Self-contained Severe	3.0	4689.51	14068.63	\$2,676	\$37,633,317	
Off Home Campus	2.7	66.72	180.144	\$2,676	\$481,885	
Voc. Adj Class	2.3	290.71	668.633	\$2,676	\$1,788,693	
State Schools	2.8	0	0	\$2,676	\$0.00	
Non-Pub. Contracts	1.7	82.54	140.318	\$2,676	\$375,350	
Hosp Care & Treatment	4.0	17.86	71.44	\$2,676	\$191,102	
Mainstream	1.1	2150.4	2365.44	\$2,676	\$6,327,652	
Subtotal					\$74,641,474	\$65,338,582
Admin Costs (15 percent)						\$11,198,221

Total					\$74,641,474	\$75,780,803
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Source: Texas Education Agency and HISD Office of Finance and Business Services

FINDING

The Child Study Department relies on the School Administrative Student Information (SASI) system to track student information needed to determine compliance with federal regulations and state laws, including the date and source of referral to Special Education, ARD meeting dates, IEP status, and student service modifications. Unfortunately, this system has consistently produced incomplete and inaccurate reports. For example, a 1995-96 report showed only 2,000 referrals for testing, considerably less than the 10,000 estimated by the department. A time-consuming process of compiling manual tracking logs from each evaluation specialist was underway at the time of this review.

To compound the SASI challenge, each area district has different data entry requirements and deadlines, reducing the accuracy of reports. The Technology and Information Systems Department is working to correct problems in SASI to meet Special Education requirements for information.

Decentralization has had the desired effect of bringing professional evaluators closer to disabled students. However, it has made it more difficult for Special Education staff to manage the flow of information from the evaluation specialists since they are under the supervision of 12 different area districts. Each district has different data gathering policies, which complicates the process of compiling districtwide reports. This reduces the efficiency of gathering data, preparing standardized reports, and identifying whether or not mandated time lines are being met.

RECOMMENDATION 34:

All student data for Special Education should be consistently reported, and computer reports should identify all referrals, assessments, and activities as required by state law.

Customized reports should be developed to track compliance with legislated timelines and service outcomes.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The assistant superintendent for Technology and Information Systems corrects reporting deficiencies in SASI and coordinates with the Special Education departments to develop standardized, periodic reports to track all federal and state-required referral and outcome information.	In Progress
2.	The superintendent directs each area superintendent and district director of Special Education to require that standard data-gathering and reporting requirements be established and followed for all Special Education students.	January 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

In 1991-92, TEA conducted a compliance visit to all HISD Special Education programs and cited a number of continuing documentation problems for some Special Education students, including:

- Comprehensive assessments did not identify appropriate mastery levels at which students should be expected to achieve.
- ARD committee justification was not always provided when students were not placed on the home campus.
- HISD was unable to provide a continuum of instructional and related services to students with handicaps, which included regular classes with support, resource rooms, self-contained services and/or other instructional services.
- Students with handicaps, did not always have available to them the variety of educational programs and services available to students without handicaps, including art, music, industrial arts, and vocational education.

TEA conducted another compliance visit for the HISD residential care facility program in December 1995 and found that assessment reports and supporting data as well as ARD/IEP committee reports were not always in Special Education student folders. In some cases, there was no evidence that students received the amount of Special Education, regular education and related services specified in their IEPs.

A PEER committee examined the Child Study Department in November 1994. At that time, the committee found that Child Study processed only about 86 percent of its comprehensive assessments within mandated

timelines. However, the district must, by state law, complete the comprehensive assessment within 60 calendar days to determine whether the student is eligible to receive Special Education services. Since decentralization in 1995-96, department staff said that the number of cases that did not meet the mandated timelines has increased.

RECOMMENDATION 35:

The referral and assessment system for Special Education should be re-evaluated to determine the cause for service deficiencies and missed deadlines..

HISD Special Education funding depends on compliance with state and federal guidelines and the timely and accurate reporting of information to TEA. Any discrepancy could result in the immediate reclaiming of funds. Hence, deficiencies in the referral, assessment, and ARD/IEP processes required by federal regulations and state law should be corrected as quickly as possible.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The superintendent directs the assistant superintendent for Special Education to correct any pending TEA-identified deficiencies.	November 1996
2.	The superintendent directs the director of the Child Study Department to evaluate the total referral/assessment system.	January 1997
3.	The assistant superintendent for Special Education and the director of Child Study establish a joint corrective action plan and train ARD committees and professional and support staff to meet all required federal and state guidelines for documentation, placement, and training services for Special Education referrals and students.	March 1997
4.	The assistant superintendent for Special Education and the director of Child Study regularly monitor the plan and report on the timeliness of referral, assessment, and ARD/IEP processes to the deputy superintendent for School Operations.	Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

Chapter 2:

FINDING

The review team observed 25 classrooms in six elementary schools, three middle schools and four high schools. School principals said that IEPs developed through the ARD process were being followed by Special Education teachers, and that the specified goals and objectives were being accomplished. Classroom visits suggested variations among teachers. The review team observed students using worksheets or workbooks, hearing stories read aloud or working one-on-one with their teachers.

Site-based decision-making requires principals to take charge of instructional excellence on their campuses. To be adequately prepared for this role, principals need high-quality training in instruction and classroom management and day-to-day support from the central and district offices.

The Special Education Department is responsible for providing technical support to Special Education professional and teaching staff so they can deliver quality services in compliance with federal and state law. This is provided through training from Special Education support staff.

Principals and assistant principals receive most of the information they need on IEP development, conducting ARD meetings and related legal issues through regularly scheduled principal meetings. No training is provided in evaluating classroom teaching and related activities to determine how well teachers satisfy the goals and objectives specified in the IEPs.

RECOMMENDATION 36:

Technical support should be provided to Special Education teachers to ensure that classroom activities meet IEP objectives; technical support should be provided to principals and assistant principals evaluate and monitor the quality of Special Education classroom instruction.

Teachers should receive the technical support necessary to effectively design classroom activities to support ARD/IEP objectives. Principals and assistant principals should take the lead in evaluating the effectiveness of each Special Education class on their campus.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The assistant superintendent for Special Education in coordination with district superintendents and Special Education directors develops a technical support plan for Special Education teachers, principals, and assistant principals. The plan schedules technical support activities for teachers on achieving ARD/IEP objectives, and for principals and assistant principals to evaluate and monitor teacher effectiveness.	January 1997
2.	Technical support and training is provided as specified in the plan	March 1997
3.	Special Education teachers are evaluated on meeting ARD/IEP objectives.	September 1997

FISCAL IMPACT

Special Education staff are charged with providing technical support and in service training. The plan for teachers, principals, and assistant principals can be accomplished with existing resources.

Medicaid Reimbursement Program

CURRENT SITUATION

The state's Medicaid program was amended in September 1992 to allow school districts to enroll as Medicaid providers. Medicaid reimburses the district for specific services depending upon the qualifications of the specialists. The School Health and Related Services (SHARS) program reimburses districts for those services determined to be medically necessary and reasonable to ensure that a disabled child under the age of 21 receives the benefits of a free and appropriate public education. The Medicaid Administrative Case Management program reimburses the district for case management activities delivered to students. School districts can apply for reimbursement for specific services provided to Medicaid-certified children without spending any new money.

FINDING

In October 1992, HISD established the Medicaid Finance Department to plan, implement and manage the district's Medicaid programs and initiatives. The department operates two major Medicaid programs: SHARS and the Medicaid Administrative Case Management program. As part of the original pilot project, HISD was one of the first school districts in the state to receive reimbursements under the case management program.

HISD increased its reimbursements from Medicaid claims from \$255,919 in 1992-1993 to \$14.9 million in 1994-1995 (**Exhibit 2-19**). An increasing percentage of these funds are being used to improve and expand services to students. More than \$9.7 million was used in 1994-1995 for fees, equipment, and staff in Special Education programs. Of these, almost \$3.5 million provided for nursing staff.

Exhibit 2-19
HISD's Medicaid Program Reimbursements and Related Expenses
1992-93 through 1994-95

	1992-93	1993-94	1994-95
Revenues			
SHARS	\$255,919	\$3,000,000	\$3,100,000
MACM	\$0	\$3,300,000	\$11,800,000
Total	\$255,919	\$6,300,000	\$14,900,000
HISD Related Expenses			
Fees	\$3,325	\$225,000	\$115,000
Computers/Equipment	\$4,300	\$12,000	\$10,000
Claims office staff	\$94,850	\$158,110	\$250,000
Special Ed.-related staff	\$0	\$850,000	\$9,326,104
Total Special Ed. Expenses	\$102,475	\$1,245,110	\$9,701,104
Non-Special Ed. Expenses	\$153,444	\$5,054,890	\$5,198,896

Source: HISD Office of Finance and Business Services

HISD has a board-approved policy and established procedures requiring all staff that provide Medicaid-eligible services to complete required documentation for submitting a reimbursement claim. The Medicaid Finance Department is working with state and federal Medicaid agencies to expedite the approval process and to obtain favorable rates of reimbursement.

COMMENDATION

HISD has dramatically increased its Medicaid reimbursements since 1993-94 and used these funds to expand and improve Special Education programs.

FINDING

District officials said that not all schools are completing the paperwork required to receive Medicaid reimbursements through SHARS, and there are schools not participating or only participating minimally. However, the district only tracks participation by service code, which identifies the type of service provided, such as speech therapy or psychological services. However, it does not track participation by campus, which could tell principals the level of reimbursements provided to their individual campuses and help them take steps to increase them.

The Texas Association of School Boards (TASB) created a computer system that tracks Medicaid eligibility data, medical services provided to students, and other data needed to submit Medicaid reimbursement requests. This system, called SMART, is used by HISD and has the capacity to track Medicaid participation and reimbursements by campus. A district official said that HISD decided not to track by individual campuses so that schools would not expect funding at the same level as the reimbursements that they generated.

RECOMMENDATION 37:

Enforce board policy requiring Medicaid claims submissions by all employees providing Medicaid-eligible services.

A system to track Medicaid participation by school should be established using the SMART system. In areas where participation is low, the area superintendent should contact principals and notify them that they are responsible for compliance with board policy.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The Medicaid Finance Department prepares regular reports to identify campuses with minimal Medicaid participation	January 1997
2.	The Medicaid Finance Department notifies area superintendents with campuses that are not fully participating. Area superintendents will direct the principal of each campus to improve Medicaid participation.	February 1997
3.	Staff that provide health services are evaluated on completion of medical activity reports for Medicaid reimbursement.	May 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The Medicaid Finance Department has a staff of nine employees, including a director and assistant director, three data input clerks, two eligibility and tracking clerks, one Medicaid Administrative Case Management trainer, and a secretary. The eligibility and tracking clerks prepare reports on student eligibility for Medicaid and track medical activity reports submitted by health practitioners for Medicaid billing.

The department processes thousands of billings per month. District officials said that Medicaid billings are at least one to two months behind schedule, and that the two eligibility and tracking clerks do not have time to follow up with all health practitioners to ensure that activity reports are completed on all Medicaid-eligible services provided by the district.

More aggressive follow-up of activity reports and eliminating the delay in preparing billing data for computer entry would increase Medicaid reimbursements to the district. The Medicaid Finance Department has requested approval to fund two additional eligibility and clerk positions from the HISD Office of Finance and Budget Services.

RECOMMENDATION 38:

The Medicaid Finance Department should increase Medicaid reimbursement revenues by aggressively following up on all medical activity reports and preparing billing information within one month of receipt.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The assistant superintendent for Finance and Budget Services approves the budget request to hire two new eligibility and tracking clerks for the Medicaid Finance Department.	January 1997
2.	The director of the Medicaid Finance Department hires and trains the two clerks and monitors performance to ensure that follow-up objectives and timeline requirements are met.	February 1997 Ongoing

FISCAL IMPACT

The eligibility and tracking clerks are classified as accounting assistants at a salary of \$21,000 each plus \$2,478 in benefits (11.8 percent). The total cost for two clerks is \$46,956 per year.

The district estimates that more aggressive follow-up of activity reports plus the interest gained from a more rapid turnaround of billing will result in revenue increases of at least \$500,000 per year in SHARS and an additional \$1.5 million in the Medicaid Administrative Case Management.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Increase Medicaid Reimbursements	\$976,522	\$1,953,044	\$1,953,044	\$1,953,044	\$1,953,044

Gifted and Talented Education

FINDING

Nearly 20,000 students participated in gifted and talented (G/T) programs in 1995-96, an increase of nearly 20 percent since 1991-92. During the same period, district spending on G/T programs increased from \$608 per student to \$1,049 per student, or 73 percent- more than three times the increase in per pupil spending on general education programs.

In addition, administrators expressed concern about the lack of recent evaluations of the G/T programs; the most recent evaluation is more than three years old and of limited value in guiding program improvements. A lack of formal, external evaluation can lead to a lack of management and less than ideal offerings.

RECOMMENDATION 39:

Establish a timeline for regular evaluation of the gifted and talented programs.

The program administrator must work with the Research and Evaluation department to provide evaluation of all programs once every two years. For example the administrator would evaluate the Vanguard program one year and the SIGHTS program the next, rather than half of the Vanguard and half of the SIGHTS programs in one year. Use the data to design staff and administrative training. Evaluation should focus on academic achievement gains, behavior and social issues, parent perceptions and growth in non-academic areas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Gifted and Talented program administrator, at least two teachers specializing in Gifted and Talented. at least two school principals and a	January 1997
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specialist for the Research and Evaluation department develop a plan for biannual evaluation.	
2. The Research and Evaluation department implements the plan with assistance from Gifted and Talented staff as appropriate.	July 1997

FISCAL IMPACT

No additional funds are needed to complete this recommendation.

Student Support Services

FINDINGS

HISD offers a myriad of student support services.

Among notable efforts, the *School of the Future* program is available to students in 16 schools. Funded by the Hogg Foundation for Mental Health since 1991-92, the joint school and community collaboration helps students and their families living in the Heights community.

A district-paid coordinator works with staff, students, and their families to deliver services such as the Even Start Family Literacy program, Community Partners Health Clinic, Heights Youth Clubs activities, after school programs, family violence prevention education, leadership training, English as a Second Language instruction, and student and parent support services.

Another program, *Kick Drugs Out of America*, founded by actor Chuck Norris in 1991, provides karate training to 150 students in their physical education classes at each of four middle schools to students who have received parental consent. The program, which emphasizes positive life styles and self-esteem, serves students at Burbank, Hamilton, Hogg and M.C. Williams Middle Schools. After-school classes are available for high school students who wish to continue the program after middle school. In 1994-95, the district started a *Kick Drugs Out of the Third Ward Program* at Ryan and Allen Middle Schools and a once-a-week smaller version at six elementary schools.

As of September 1996, HISD offered these student support programs at one or more schools:

ACP Educational Diagnostician Program	Mission Control 5 Program
---------------------------------------	---------------------------

Annie E. Casey Mental Health Initiative for Urban Children	Multicultural Sensitivity Training
Anytown, USA Program	Names Project/World AIDS Day
Beating the Odds	Northeast Adolescent Program
Brighter Horizons	Opportunities for Parenting Teens
CHECK IT OUT: A Breast Cancer Education Program	Parent Activities Liaison (PAL) Program
College Bound Preparatory Program	Peers Helping Peers Program
College Connection Scholarship and Awards Program	Pregnancy Education and Parenting (PEP)
Communicable Disease Reporting Program	Professional Dental Student/UT Dental School
Community Partners Health and Social Services	Professional Student Nurse Placement Program
Community Youth Service Worker Program	Project SAFE (Safety Awareness for Everyone) Project
Compadres Families Program	Robert Carrasco Health Clinic - Sherman Elementary
Directly Observed Prevention Therapy Program	Rusk School Health Project
Dropout Recovery Program	S.T.A.R. (Students and Teachers Achieving Results)
Drug Abuse Resistance Education (DARE)	Safe & Drug-Free Schools & Communities
Education for Self-Responsibility II/Prevention of Drug Use	Safer Choices
Elementary Drug-Free Youth Club Program	School Asthma Management Project
Ensuenos del Futuro	School Based Health Centers/City of Houston
Epidemiology Reporting Program	School of the Future Program
Even Start Family Literacy	School-Linked Clinic Project Well Child - Osborne
Families Count in Harris County	Second Step Training Program
Gun Safety/Awareness	Secondary Drug Free Youth Clubs/Peers Helping Peers
Health Services Clinics - Grimes Elementary	Student Assistance Program
Health Services Clinic - Scarborough	Students for Peace Program

Elementary	
Health services Clinic - Wesley Elementary	T. H. Rogers/Meyer Center Clinic
High School PEEP Program	Teaching, Learning, Caring Kids - Social Skills
HIV/AIDS Awareness and World AIDS Day	Teenline
Houston Safe Schools Initiative	Texas Scholars
IN House Suspension Centers	The Rice Project/Baylor Program
Intake Center Program	The Safe Child Program
Jackson School Based Nuestra Clinica	True Colors Learning Styles Training
Kick Drugs Out of America	Truth Leading to Choices Counseling and Training Center
JOBS Program	Victim's Resources Institute
Kick Drugs Out of the Third Ward	Vocational Testing Center
Me-Ology/McGruff Programs	We Help Ourselves (WHO)
Mediation for Kids Program	Wheatley Child Development Center Program
Medicaid - SHARS Program	WINNERS Program
Memorial Health Care School Based Health Center	504 Program

COMMENDATION

HISD offers a wide variety of support services designed to give students the tools they need to improve their lives and achieve their goals in the community and in school.

FINDING

In 1981, HISD entered into a partnership with Community Partners, a private non-profit organization, to create school-based health centers serving students in 10 secondary schools. By August 1996, the district's cooperation with the City of Houston, Harris County, private foundations, the Baylor College of Medicine, Memorial Healthcare and Community Partners had opened 17 school health centers.

Serving children from 52 of the district's 272 schools, the clinics are designed to improve student health so illness-related absences can be

reduced. When students are healthy, they are more open to learning than when concentration is impaired by sickness. While the district does not track overall participation, the district reports that students frequently visit the clinics.

Available preventive health services include physicals and treatments for minor injuries and illnesses. The clinics also help address chronic health problems such as asthma or diabetes. In addition, the clinics offer referral and follow-up services, and some social work case management.

HISD contracts with five organizations to provide medical services in the clinics. The district provides facilities, utilities, security and maintenance, and a school nurse to coordinate appointments. The providers are responsible for all medical services, staff, and equipment. With a \$50,000 grant in 1996-97 from the Hogg Foundation for Mental Health, the district plans to assess the potential advantages and costs of adding mental health services.

In another development, a group of providers, district administrators and hospitals have agreed to develop a district master plan for school-based clinics. The plan will be designed to guide clinic development in the future so that school-based clinics can be more equitably distributed throughout the district. Currently, large numbers of students, primarily in the southern part of the district, do not have access to any of the clinics.

To add new health services or to expand geographically, district officials have identified several continuing challenges, including: the need for stable funding when federal and local governments are tightening their belts; inadequate space in schools and the high cost of renovations; and rising costs for schools to pay for maintenance, utilities and security.

COMMENDATION

HISD's innovative efforts to expand school-based health clinic services, reducing absences and enabling students to concentrate more on their studies, serve as an example for other school districts.

Dropout Prevention

CURRENT SITUATION

Nearly 30,000 students in grades 7 through 12 dropped out of Texas public schools during 1994-95, meaning they left school without an approved excuse or transfer and did not return the following fall. Typically, dropouts are students older than average, male more often than female and in grade 9 or later. Factors contributing to dropping out include

poor attendance or failing grades; suspension or expulsion; entering a General Educational Development (GED) certificate program; employment or military service; pregnancy or marriage; drug or alcohol abuse; homelessness; discipline problems; or enrollment in a non-state-approved alternative program, such as cosmetology school.

Statewide, TEA data shows declines in the number of dropouts in grades 7 through 12 among all ethnic groups, although Hispanic and African American dropout rates remain high (**Exhibit 2-20**). According to TEA, Hispanic and African American students typically drop out at grade 9, while other students typically drop out at grade 12. Dropouts are more prevalent in urban areas, where residents include more economically disadvantaged and minority students and where schools are more crowded. Rates for 1995-96 have not been finalized.

Exhibit 2-20
Texas Dropout Rates
1994-95

Ethnicity	Total Enrollment	Total Dropouts	Percent of Dropouts	Annual Dropout Rate
Anglo	789,481	9,367	31.3%	1.2%
African American	227,684	5,130	17.1%	2.3%
Hispanic	556,684	14,928	49.9%	2.7%
Other	43,673	493	1.6%	1.1%
Total	1,617,522	29,918	100%	1.8%

Source: Texas Education Agency, 1994-95 Texas Public School Dropout Report.

In 1994-95, HISD's dropout rate decreased significantly to 3.7 percent from 6.7 percent the previous year, but the rate remained higher than the state average of 1.8 percent. **Exhibit 2-21** shows HISD dropout rates by ethnicity from 1992-93 through 1994-95 compared to state averages.

In serving an urban area with a concentration of ethnic minorities and economically disadvantaged students, HISD must constantly contend with dropout pressures. The district attributes most dropouts to failures to pass the TAAS, student employment needs, faltering grades and absenteeism.

Exhibit 2-21
HISD Dropout Rates by Ethnicity
1992-93 through 1994-95

	<u>1992-93</u>	<u>1993-94</u>	<u>1994-95</u>
Total Enrollment	87,428	82,262	83,795
Total Dropouts	5,137	5,506	3,091
Ethnicity			
Anglo	3.4%	3.5%	1.9%
African American	5.4%	6.0%	3.1%
Hispanic	7.3%	8.4%	4.7%
Other	3.3%	*	*
Economically- Disadvantaged	2.1%	5.1%	2.7%
Total Rate	5.9%	6.7%	3.7%
State Average	2.8%	2.6%	1.8%
* no data available			

Source: Texas Education Agency Public School Dropouts Reports, 1992-93, 1993-94, and 1994-95 and Academic Excellence Indicator System, 1993-94 District Performance Report.

The state-measured dropout rate does not fully reflect each district's dropout challenge, primarily because it is a one-year snapshot rather than an analysis tracking whether students entering high school graduate. HISD administrators expressed serious concern about the percentage of freshman who leave before their sophomore or junior years. Their concern is supported by figures published in the *Houston Independent School District Self-Evaluation on Dropouts* prepared for TEA's On-Site Accreditation Visit, February 26 - March 1, 1996. The analysis shows grade 9 dropout rates range from approximately 35 percent to nearly 60 percent at traditional four-year high schools. The analysis concluded that many HISD high schools lose more than 40 percent of their first-year students before graduation.

FINDING

BLUEPRINT: Houston Schools for Excellence, lists several district initiatives, including efforts focused on reducing dropouts and improving student graduation rates. In the past few years, the district has conducted several dropout studies and initiated 110 dropout prevention, intervention, and recovery programs, drawing upon more than \$34 million in appropriations. Many of the district's dropout prevention strategies and programs have been coordinated with Houston businesses, community agencies, parents, and health organizations. **Exhibit 2-22** details the district's investment in dropout intervention and recovery programs during 1995-96.

Exhibit 2-22
Major HISD Initiatives to Reduce Dropouts
1995-96

Program	Appropriation
Absent Student Assistance Program (ASAP)	\$531,578
Alternative to Suspension Staff	\$2,171,630
Beating the Odds	\$209,421
Boot Camp (Furr High School)	<i>school funds</i>
Burnett-Bayland School	\$358,702
Career Academy (Worthing High School)	\$183,243
Carter Career Center	\$1,285,882
Chimney Rock Center	\$34,300
Coca Cola Valued Youth Project	\$37,000
Communities in Schools Houston	\$400,000
Community Services (Elementary & Secondary)	\$6,202,459
Community Youth Service Worker	\$145,000
Contemporary Learning Center (CLC)	\$2,056,079
Covenant House	\$34,300
Crisis Management Psychological Services	\$723,614
Crittenton (DePelchin Children's Center)	\$404,695
Crossroads	\$95,445
Educational Learning and Enrichment Center	\$521,701
Employment and Training Center	\$676,218
Foley's Academy	\$610,384
Harper Alternative School	\$1,945,172
Harris County Juvenile Detention Center	\$1,292,630

Harris County Youth Village	\$944,743
Houston Community College GED Alternative Program	\$283,398
Houston Night School	\$900,015
Houston READ Commission	\$199,938
Kay On-Going Education Center	\$1,004,196
King (Martin Luther, Jr.) Community-Based School	\$57,328
KIPP Academy	\$17,221
Leap, Inc.	\$434,711
Lighted Schoolhouse (Gregory-Lincoln	\$119,817
McCardell Academy	\$260,829
Migrant Education	\$371,271
Ninth Grade Placed Student Center	<i>pending</i>
Northeast Adolescent Program	\$69,000
Pregnancy Education and Parenting (PEP)	\$744,880
Project STARS (School Targets At-Risk Students)	\$34,300
Ripley Alternative Program (Neighborhood Centers)	\$114,265
Sanchez (George I.) High School	\$842,625
SHAPE Community Center - Kazi Shule	\$94,920
Skills Enhancement Centers (Houston Works)	\$241,506
Special Education Social Workers	\$210,000
STRIVE (Barbara Jordan High School)	\$168,967
Su Casa	\$171,362
Substance Abuse Monitors (SAM's)	\$781,831
Summer School	\$2,930,000
Terrell Alternative Middle School	\$1,935,578
Vocational Education for the Handicapped (VEH)	\$1,168,415
Wheatley Child Development Center	\$77,000
Youth for Education and Success, Inc. (YES)	\$193,205
Youthbuild Grant (Houston Community College)	<i>pending</i>
TOTAL	
\$34,290,774	

Source: HISD Self Evaluation on Dropouts, Texas Education Agency On-Site Accreditation Visit,

February 26 - March 1, 1996.

In addition to the 110 dropout programs, HISD offers special programs at some of its alternative schools designed for at-risk students and other students who could potentially drop out. **Exhibit 2-23** lists the alternative schools that offer a curriculum designed for dropouts and potential dropouts.

Exhibit 2-23
HISD Alternative School Dropout Programs

School	Program Description	Type of Student
Barbara Jordan High School for Careers	STRIVE (Stepping Toward Renewal in Vocational Education): a job-training skills, remedial-curriculum program for overage, low-performing ninth graders at risk of dropping out	Over-age, low-performing, at-risk ninth graders
Carter Career Center	A career-oriented program designed to motivate at-risk students and dropouts to come to school, stay in school, graduate, earn a GED certificate, and enter the workforce	Dropout students or those considering dropping out who have completed the eighth grade
Foley's Academy	Individualized, self-paced college preparatory curriculum and instruction featuring flexible scheduling	At-risk, academically-capable underachievers, with severe attendance problems who are potential dropouts
Houston Night High School	A night-school program for school-aged dropouts or potential dropouts who have difficulty attending daytime school because of employment or parental obligations	At-risk students aged 15-21 who have completed the eighth grade and are unable to attend daytime school
George I. Sanchez High School	A tuition-free, community-based, alternative school in partnership with HISD for students who have dropped out	At-risk students in grades 9-12

Source: HISD's Alternative Schools: Unique Opportunities for Academic Success.

COMMENDATION

HISD has implemented vigorous dropout prevention, intervention and recovery programs, contributing to a reduction in the district's dropout rate.

FINDING

In 1995-96, HISD's state accreditation rating was "academically unacceptable." During the same year, TEA's Accreditation staff visited 34 HISD low-performing schools, including 17 schools rated low-performing or "academically unacceptable" due to dropouts. Prior to the 1996-97 school year, the district's accreditation rating improved to an "acceptable" rating because of improvements in dropout rates and TAAS scores. During 1996-97, TEA is scheduled to visit nine low-performing schools, including four schools rated low-performing due to dropouts.

COMMENDATION

HISD is commended for bringing its state accreditation rating up from academically unacceptable in 1995-96 to acceptable in 1996-97, and for reducing the number of low-performing schools due to dropouts from 17 to four.

Chapter 2:

FINDING

During 1995-96, HISD created the Office of Student Retention Initiatives with the job of developing initiatives to graduate more students and reduce the dropout rate, to study and analyze the effectiveness of district dropout prevention, intervention, and recovery programs, and to develop an action plan that ensures the success of students at risk of dropping out. The office is staffed with one person. This individual oversees the district dropout initiative, works with individual campuses and administrators to coordinate the initiative, and ensures campuses study their dropouts and determine why they dropped out. Each school must periodically review each student's progress and plan individualized instructional improvements, if necessary.

The Office of Student Retention Initiatives cannot analyze the effectiveness of district dropout prevention programs or ensure that successful programs are replicated in other schools and that ineffective programs are discontinued without the timely assistance and support of staff from the Research and Evaluation Department.

RECOMMENDATION 40:

Annually evaluate and report the effectiveness of dropout programs.

The district should annually evaluate and report the results of all dropout prevention, intervention, and recovery programs, and make recommendations to the board to continue or discontinue programs.

IMPLEMENTATION STRATEGIES

1.	The superintendent directs the Office of Student Retention Initiatives and the Department of Research and Evaluation to establish criteria and an evaluation system to evaluate the effectiveness of HISD's dropout programs.	January 1997
2.	The Office of Student Retention Initiatives and the Department of Research and Evaluation evaluate the dropout programs.	March 1997
3.	The Office of Student Retention Initiatives reports its findings and recommendations to continue or discontinue dropout programs to the board.	April 1997, Ongoing
4.	The board determines whether to continue or discontinue	May 1997,

	certain dropout programs, and how resources for ineffective programs should be redirected.	Ongoing
5.	The Office of Student Retention Initiatives reports to the board and superintendent those programs that should be replicated in other schools.	Annually
6.	The Office of Student Initiatives and Department of Research and Evaluation establishes program evaluation criteria in advance of newly-created dropout programs.	Ongoing

FISCAL IMPACT

Provided that the Office of Student Retention Initiatives receives ongoing support from the Research and Evaluation Department and the schools, this recommendation can be implemented with the district's existing staff and resources.

FINDING

While African American and Hispanic student dropout rates have improved, the challenge remains a district priority. **Exhibit 2-24** shows the schools that are considered low-performing because of their high dropout rates for a given student population.

Exhibit 2-24
HISD Low Performing Schools Due to Dropouts
1994-95

Campus	Low-Performing for Dropout	Ethnicity
Jones High School	X	Hispanic
Reagan High School	X	African American
Waltrip High School	X	All, Hispanic
Sharpstown High School	X	African American

Source: Texas Education Agency, Division of Performing Reporting, 1996 Report.

The district's dropout programs, focused on all at-risk students, do not target ethnic-minority students. However, according to TEA's Accreditation Division, there have been several initiatives implemented in Texas that have helped reduce dropouts among particular student

populations. Such programs include "cultural awareness, community service counseling, group/family learning centers, reallocation of personnel to address specific dropout populations, and increased parental involvement."

RECOMMENDATION 41:

Reduce the dropout rate among Hispanic and African American students by developing dropout intervention, prevention, and recovery programs with the help of the community, business, higher education, and religious organizations.

Neither schools nor social service agencies alone can solve the challenge of high Hispanic and African American dropout rates. It takes the involvement and participation of the entire community, its religious organizations, parents, and businesses. HISD should expand its dropout programs such as those with community and corporate involvement, and create new ones that address specific ethnic dropout populations.

The district, based on data and other information gathered by individual campuses, should identify the specific issues and demographics surrounding at-risk Hispanic and African American students, and solicit help from the community, businesses, colleges, religious groups, and parents to assist with developing strategies and programs for reducing dropout rates.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The Office of Student Retention Initiatives coordinates meetings with the area district superintendents and principals of the low-performing for high dropout campuses to discuss the issues.	December 1996
2.	The principals, along with the Office of Student Retention Initiatives and the Community Relations and Information Services Department, conduct an assessment of potential minority community groups and establish outreach strategies for soliciting their help.	January 1997
3.	The principals, along with the Office of Student Retention Initiatives and the Community Relations and Information Services Department report their assessment and recommendations to the board and superintendent for approval.	February 1997
4.	The board directs the superintendent to contact minority businesses, community, higher education, and religious leaders seeking their help in working with the schools,	March 1997

	parents, and students on dropout reduction.	
5.	The superintendent establishes a steering committee made up of businesses, community, higher education, and religious persons whose purpose is to develop strategies for addressing the minority dropout rate.	March 1997
6.	The steering committee, with the help from the Office of Student Retention Initiatives, the Community Relations and Information Services, and the principals, recruits, trains, and assists business, community, higher education, and religious organizations in establishing dropout prevention programs targeted at and representative of the ethnic-minority population in schools where dropouts are more likely.	March-April 1997
7.	The newly-targeted dropout intervention, recovery, and prevention programs is implemented.	May 1997, Ongoing
8.	The Office of Student Retention Initiatives reports to the board and superintendents on the progress of the minority dropout programs at each school.	Annually

FISCAL IMPACT

This recommendation can be implemented with existing staff and resources.

Student Retention Reduction

CURRENT SITUATION

In HISD, students in kindergarten through grade 8 are promoted to the next grade if they have maintained at least a 70 average in major subjects and satisfied attendance requirements. Generally, students who do not meet these promotion requirements will be held back in the same grade unless they have already been retained once.

In grades 9 through 12, however, students are retained until they earn the necessary credits to advance to the next grade level. Students may be retained for excessive absenteeism, poor performance on achievement tests or because of a request by a student's parents and teachers.

The district superintendent's *Research Brief* on retention rates states that retention can hurt a student's self esteem, slow personal and academic achievements, and perpetuate a "cycle of failure." Moreover, retaining a student can actually prompt them to drop out partly because they become older than other students in their grade.

In 1993-94, HISD's retention rates dropped in grades 1-7 and 12, with the first grade having the most dramatic reduction from 1992-93. Grades 9-10 experienced the highest retention rates. African Americans were retained the most, but their rates also decreased most significantly, from 8.7 percent in 1992-93 to 7.2 percent in 1993-94. Male students were retained more often than female students.

A year later, the percentage of students older than their classmates in grades 7, 9, and 10 dropped more than 2 percent to 21.5 percent. The most significant reductions were experienced at grade 6. Hispanic students were more likely to be older than their peers, but the percentage of older than average Hispanic students dropped 3 percent to 25 percent.

FINDING

To address HISD's retention and dropout rates, the district initiated an early intervention program for the 1994 summer session. TEA awarded HISD a \$1,176,645 grant to administer its *Success for All* program, a modified version of a Johns Hopkins University restructuring initiative. The goal of the 1994 program was to reduce the retention rate for low-achieving students in grade 1. The purpose of the program was to instruct grade 1 students to read at grade level so they could advance to grade 2 rather than be retained. The four main components of HISD's 1994 program were reading instruction, tutoring, parental involvement, and training and support.

HISD's program objectives were:

- To increase grade level reading proficiency and reduce the retention rate of first grade students;
- To provide a structured reading program in beginning and more advanced reading at the first grade level;
- To provide tutoring for individual students with the greatest need; and
- To provide training, materials, and support for program implementation.

Approximately 600 teachers, principals, supervisors, and others were trained to implement the *Success for All* program in 99 elementary schools serving 5,333 grade 1 students. From 1992-93 to 1993-94, the retention rates for the participating schools dropped 90 percent; for schools not participating in the retention reduction program, retention rates dropped 40 percent.

In 1995, HISD qualified for a TEA grant of \$1,184,623 to continue its retention reduction program, *Success for All*. The 1995 summer program focused on expanding services to grade 2 students, most of whom had participated in the 1994 study. In addition to the reading component of the program, schools administered the *Moving into Math* curriculum, "a problem-solving, language-based approach to learning." In 1995, 538 teachers participated in the program at 78 schools serving 6,100 grade 1 and 2 students. **Exhibit 2-25** shows the retention and promotion rates for years 1993-94 and 1994-95 for program students versus non-program students. Retention rates were lower while promotion rates were higher for students participating in the *Success of All* program.

Exhibit 2-25
Success for All Students
Versus
Non-Participants Promoted and Retained
1993-94 and 1994-95

	1993-94	1994-95
Program Students Retained	2.7%	2.0%
Non-Program Students Retained	5.1%	8.6%
Program Students Promoted	97.0%	98.0%
Non-Program Students Promoted	94.4%	91.3%

Source: HISD Research and Evaluation's Report on Retention Reduction Program, Summer 1995.

TEA provided \$5,194,510 for HISD to deliver the *Success for All* program in 1995-96 to 9,900 K-8 grade students. *Success for All* has proven to be effective in reducing retention and increasing the number of students advancing with their peers to the next grade. The district found that a strong family support component of the program played a major role in children's reading instruction. Parental workshops that trained and encouraged parents to get involved with their children's learning, and school visits that welcomed parents to schools helped significantly. Teachers noted improvement in student attitudes, while self-esteem, confidence, and enthusiasm for reading also increased. Attendance rates were higher for program students compared to non-program students.

Retention reduction improves student success and helps reduce costs associated with students spending additional years in school.

COMMENDATION

HISD's *Success for All* initiative reduced student retention and the number of students kept in classes with younger peers by encouraging parental involvement in reading instruction in the primary grades.

Career and Technology Education

CURRENT SITUATION

S. B. 1 states:

Each public school district should measure 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 a post-secondary level.*

A TEA rule requires school districts that offer grades 9-12 to offer career and technology education courses selected from three of eight career and technology educational areas: agriculture science and technology, business, career orientation, health science technology, home economics, industrial technology, marketing, and trade and industrial.

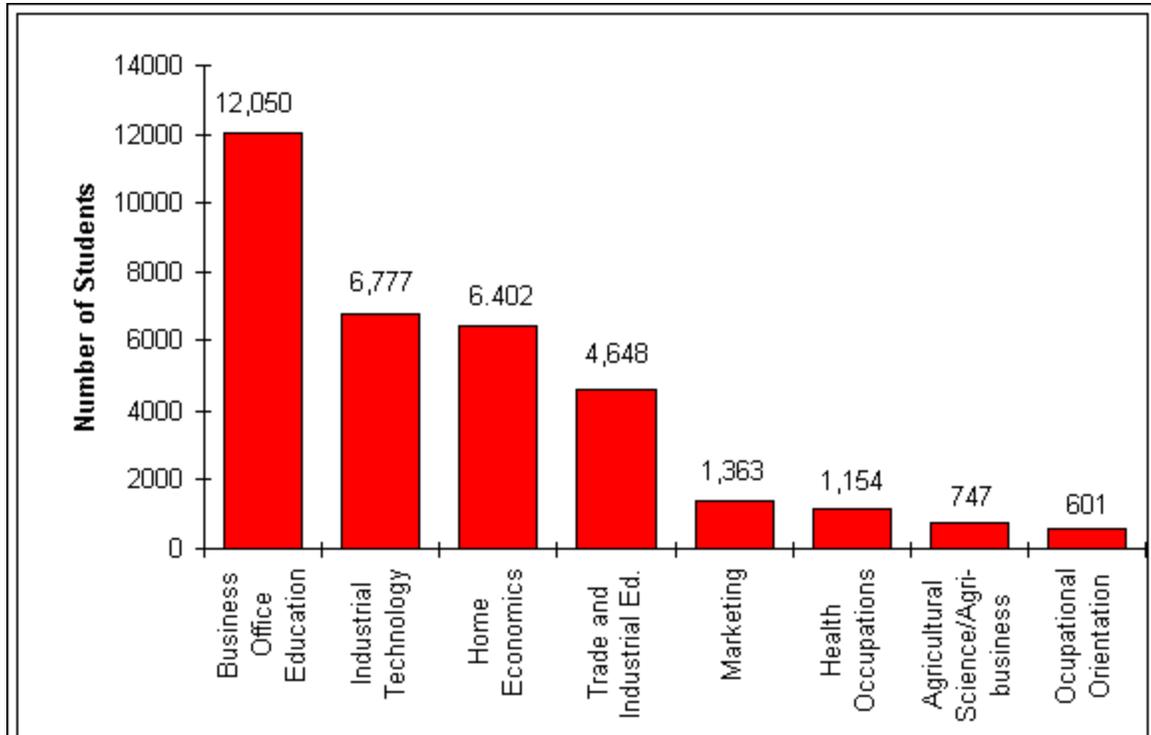
HISD employs 545 teachers, 28 career counselors, and 10 career advisors, for a total of 583 campus-based career and technology employees. Of the 76,544 HISD students enrolled in grades 9-12 during

1994-95, 30,471 (40 percent) were enrolled in state-approved career and technology classes. Business Office Education, which had the highest number of students among the career and technology areas, includes a wide range of classes on business, accounting and management.

Occupational Orientation, which provides general career information to students, had the least number of students.

(Exhibit 2-26).

Exhibit 2-26 HISD Career and Technology Enrollment by Subject Area 1994-95



Source: HISD Career and Technology Education Department

Student enrollments in career and technology courses have increased 27 percent between 1993-94 and 1995-96, rising from 25,811 to 32,806 (Exhibit 2-27).

Exhibit 2-27
HISD Career and Technology Student Enrollments
by Ethnicity
1993-1996

	1995-1996		1994-1995		1993-1994	
	Number	Percent	Number	Percent	Number	Percent
Total	32,806	100	30,200	100	25,811	100
African American	13,777	42.0	12,901	42.7	11,341	43.9
Hispanic	15,057	45.9	13,446	44.5	11,250	43.6
White	3,108	9.5	2,981	9.9	2,553	9.9
Asian	844	2.6	838	2.8	647	2.5
Native American	20	0.1	34	0.1	20	0.1

Source: PEIMS Data from the Texas Education Agency

The state funding level for career and technology is based on full time equivalent (FTE) students. For 1995-96, the district had 5,724 FTEs, resulting in a career and technology block grant of \$18,352,298. For 1996-97, the state funding estimate is \$18,959,804 for 5,174 FTEs, a slight increase from the previous year.

Chapter 2:

E. EQUITY AND CONSISTENCY

Ideally, a public school system should offer every student every educational opportunity. The practical challenge in most U.S. districts, however, is that available resources are limited and student needs are constantly escalating. School boards, superintendents, campus principals and teachers must do the best they can to bridge the gap.

Urban districts, in particular, constantly confront the challenge of providing students equal educational opportunities. In the past few years, the New York, Los Angeles Unified, and San Diego districts have initiated moves toward better student access to classes, quality teachers, and relevant supporting materials.

HISD administrators and teachers uniformly told the review team they support equitable educational opportunity for all students. In the June 1990 *Declaration of Beliefs and Visions*, the district lists four mandates, including: "HISD must require a common core of academic subjects for all students." In addition, the district's *School Allocation Handbook* describes central administration's annual distribution of funds and its recommended numbers of teachers, administrators and other staff based on per pupil amounts. Each school's Shared Decision-Making (SDM) committee has the authority to spend the funds or fill positions in ways that address campus priorities. The handbook also states: "Schools are expected to provide the appropriate educational program for each student within allocated resources." Each area district also maintains staff committees responsible for deciding how to spend federal education aid intended to supplement educational services to low-income students.

FINDING

The Texas Education Code Section 28.003 states:

(a) If the parents or guardians of at least 22 students at a school request a transfer for the same school year to another school in the district for the purpose of enrolling in an educational program offered at that school, beginning with the following school year the district shall:

(1) offer the program at the school from which the transfers were requested; or

.(2) offer the program at the school from which the transfers were requested by teleconference, if available to the district.

There appears to be an unplanned proliferation of courses offered in HISD middle and high schools. According to master schedules, which list every course offered to students, 502 different courses were offered at the middle school level during 1995-96, including courses for students in special education. Some of these courses were multiple variations of the same course. For example, there are six variations of English 7, including the basic course, an honors version and another English class leading to college credit.

The master schedules state that 796 different courses were offered in the high school core curriculum areas of English, mathematics, social studies, science, and foreign languages. The 796 courses did not include courses designated specifically for special education students. Many of the offerings are also variations of the same course. For example, different high schools offer about 30 different versions of first-year Algebra. Core academic courses are offered in most of the middle and high schools. **Exhibits 2-31** and **2-32** show the percentage of selected core academic course offerings for middle and high schools. Nearly all middle schools and most of the high schools offered core academic courses considered essential to education.

Exhibit 2-31
Selected Core Academic Courses by
Percentage of Middle Schools Offering Course
1995-96

	Middle Schools Offering Course	
Course	Number	Percent
English 6	38	97
English 7	37	95
English 8	39	100
Math 6	38	97
Math 7	39	100
Math 8	39	100
Reading 6	38	97
Reading 7	38	97
Reading 8	38	97
Science 6	36	92
Earth Science	34	87

Life Science	37	95
Social Studies 6	38	97
Texas History 7	37	95
US History 8	38	97

Source: HISD Middle School Master Schedules (5/10/96)

Exhibit 2-32
Selected Core Academic Courses by
Percentage of High Schools Offering Course
1995-96

Courses	High Schools Offering Courses	
	Number	Percent
Algebra 1A	20	95
Biology 1A	20	95
Chemistry 1A	20	95
Economics: FES	21	100
English 1A	20	95
English 2A	21	100
English 3A	20	95
English 4A	21	100
Geometry A	20	95
Physical Science 1A	20	95
Pre-Algebra 1A	15	71
U.S. Government	21	100
U.S. History	20	95
World History 1A	21	100
World Geography	17	81

Source: HISD High School Master Schedules (5/10/96)

While the master schedule lists 502 courses offered to middle school students during 1995-96, student options to take elective courses were limited to the school they attended. **Exhibit 2-33** shows selected elective courses offered in all middle schools.

Exhibit 2-33
HISD Middle Schools

**Percentage Offering Selected Elective Courses
1995-96**

Courses	Middle Schools Offering Course	
	Number	Percent
Art 6 - General	27	69
Art 7 - General	34	87
Art 8 - General	34	87
Dance	5	13
Keyboarding	16	41
Journalism	13	33
French 7	7	18
Spanish 7	15	38
Public Speaking 7	4	10
Yearbook	5	13

Source: HISD Middle School Master Schedules (5/10/96)

The figures in **Exhibit 2-33** suggest that 31 percent of grade 6 students do not have access to general art in school and 59 percent of students do not have access to keyboarding. This limited access leaves some students ill-prepared for high school courses requiring prerequisite skills. It also affords some students better educational opportunities than others.

Exhibit 2-34 shows that some low-performing middle schools offer more elective courses than other low-performing middle schools.

**Exhibit 2-34
Percentage Of Low-Performing Middle Schools Offering Selected
Elective Courses
1995-96**

Courses	Number	Percent
Art 6 - General	9	75
Art 7 - General	11	92
Art 8 - General	5	42
Dance	3	25
Keyboarding	8	67
Journalism	3	25

French 7	4	33
Spanish 7	3	25
Public Speaking 7	1	8
Yearbook	1	8
Courses with percentages larger than the HISD average		

Source: HISD Middle School Master Schedules (5/10/96)

Exhibit 2-35 shows the percentage of high school students offering selected first-year foreign language courses in all of the high schools in the district.

Exhibit 2-35
HISD High Schools Percentage Offering Selected
First-Year Foreign Language Courses
1995

Courses	High Schools Offering Course	
	Number	Percent
Arabic 1A	1	5
Chinese 1A	2	9
French 1A	19	90
German 1A	10	48
Hebrew 1A	3	14
Hindu 1A	1	4
Italian 1A	2	9
Japanese 1A	1	5
Latin 1A	6	28
Russian 1A	4	19
Spanish 1A	21	100

Source: HISD High School Master Schedules (5/10/96)

All district high schools do not offer the same foreign language courses, so a student who attends one high school will not have the same access to foreign language courses as a student at another high school. A school district simply does not have the resources to offer all courses in all high schools. Yet access to these courses may have a direct affect on college entrance requirements.

Access to curricular offerings is also demonstrated by the number of courses designated as honors level in the core curriculum offered to students in the high schools. Twenty-five percent of the high schools do not offer honors level courses in the core academic and foreign language courses sampled in **Exhibit 2-36**. Further, many schools do not offer English 1A honors and Algebra 1A honors, and only a few offer French 2A honors. Most, however, offer biology 1A honors and U.S. History 1A honors.

Exhibit 2-36
Sample Of High School Core Honors Courses
1995-96

High School	English 1A Honors	Algebra 1A Honors	Biology 1A Honors	U.S. History 1A Honors	French 2A Honors
Stephen F. Austin	x	x	x	x	x
Bellaire					
Jefferson Davis	x		x	x	
Furr			x		
Sam Houston	x	x	x	x	
Jones Senior	x	x	x	x	
Kashmere	x	x	x	x	
Mirabeau B. Lamar					
Robert E. Lee					
James Madison	x	x	x	x	
Charles H. Milby	x	x	x	x	x
John H. Reagan	x	x	x	x	
G. C. Scarborough	x	x	x	x	x
Sharpstown					
Ross S. Sterling	x	x	x	x	
S. P. Waltrip				x	
B. T. Washington	x	x	x	x	
Westbury					
Wheatley Senior	x		x	x	
Evan E. Worthing	x	x	x	x	
Jack Yates	x	x	x	x	
% of High Schools	66	57	71	71	14

Source: HISD High School Master Schedules (5/10/96)

Nationally, most large city school districts are unable to offer all students access to the same courses. The expense of doing so would be prohibitive. The expense of providing transportation for students to different schools to take one or more classes not offered by their primary school would also be cost prohibitive.

However, solutions do exist. For instance, high-quality distance learning language programs exist in Houston at the Region IV Educational Service Center, the Goethe Institute, and the Alliance Francaise. These organizations bring language and other programs from Europe via satellite dish. A high-quality distance learning program used by many school districts and universities across America is SCOLA, based in McClelland, Iowa.

RECOMMENDATION 44:

Adopt distance learning technology to ensure student access to courses that cannot be staffed at each school.

As stipulated in the Texas Education Code, teleconferencing, or distance learning, can be used in HISD to offer a wide range of courses to all HISD students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Board directs the superintendent to develop a plan for incorporating distance learning as a way to provide all eligible students additional courses.	January 1997
2. The superintendent's designee shares distance learning information with appropriate teachers and administrators.	January 1997
3. Committee studies and develops a plan for distance learning.	December 1997
4. The superintendent's designee and a representative of the Research and Evaluation department design an evaluation program to assess student achievement, student attitude, teacher attitude, parent reaction, and training needs.	December 1997
5. Superintendent presents a plan to the board and the board authorizes funding to implement the program	September 1998
6. Committee and the superintendent assess results and expand and revise programs, as needed.	June 1999
7. Program is implemented.	September 2003

FISCAL IMPACT

The reviewers used SCOLA costs to determine the fiscal impact. SCOLA can be set up, including equipment, and operated at \$.82 per student per year for the first three years and the advertised \$.41 per student per year over 15 years, with a minimum of 500 students enrolling on each campus. This cost would be less to HISD because some high schools already have satellite dishes. The following costs are based on a graduated increase in students enrolling: 500 in first year; 2,000 in year two; 10,000 in year three; and 40,000 in year four. Staff development expenses are figured at \$5,000 for year one; \$15,000 for year two; \$20,000 for year three; and \$40,000 for year four. Staff development costs will be devoted to paying trainers and trainees. Cost for trainers will be eliminated or greatly reduced after the first year, when HISD personnel will begin to conduct training.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Adopt distance learning technology	\$0	(\$5,410)	(\$16,640)	(\$28,200)	(\$56,400)

FINDING

The general criteria for admission into district magnet programs is an acceptable conduct record, acceptable attendance record, available space, and residency in the HISD. Additional criteria are indicated by specific magnet programs. The elementary magnet school programs do not list additional criteria in the district document entitled *HISD Magnet Programs*. Additional admissions criteria listed most often for the middle school magnet programs is academic performance; students are generally expected to have a 78 average or better on their latest report card. Additional admissions criteria listed most often for the acceptance of high school students into magnet programs is also academic performance. Twenty-two of 26 HISD high schools offer magnet programs and require acceptable scores on the TAAS. Ten of these programs require an overall grade point average of at least 75.

Dates and deadlines for applications to the district magnet programs are published annually. An awareness week is scheduled in October for parents to attend magnet schools and obtain information on specific programs. A common deadline is established for first-round screening of magnet applications for elementary and middle schools. A published deadline is also established for high school magnet programs. Notification of the status of applications to magnet schools is sent to parents annually.

Environmental Science				1									
Leadership Development Extended Day								1					
Montessori									2				
Math, Science, Technology Extended Day									1				
Literature										1			
Academy											1		
Int'l Cultures & Communications											1		
Total			1	14	2	3	2	5	4	3	5	2	10 1
Legend	N North				NW Northwest				SE Southeast				
A Alternative	NC North Central				S South				SW Southwest				
C Central	NE Northeast				SC South Central				W West				
E East													

Source: HISD Magnet Programs flyer

Similar access issues exist for students in middle and high schools. **Exhibit 2-38** shows there are no middle school magnet programs for the southeast district. On the other hand, the southwest district has five magnet school programs for middle school students.

Exhibit 2-38
Houston Independent School District
Middle School Magnet Programs By District
1995-96

	A	C	E	N	NC	NE	NW	S	SC	SE	SW	W
Vanguard	1	1	1	1	1				1		1	
Fine Arts		1				1		1			3	
Math & Science							2	1	1		1	1
Foreign Language and Math						1						
Flexible Learning	1											
TOTAL	2	2	1	1	1	2	2	2	2	0	5	1
Legend	N North				NW Northwest				SE Southeast			

A Alternative	NC North Central	S South	SW Southwest
C Central	NE Northeast	SC South Central	W West
E East			

Source: HISD Magnet Programs flyer

Eighty-eight percent of the high schools have a program area that is a magnet school focus. A student's interest determines which high school magnet program (s)he attends. Each high school magnet program is different; therefore, most students would not attend a magnet high school in their neighborhood attendance area. This makes the application and admissions process even more critical.

Comments made by members of the public in the review team's survey and in community focus groups raised concerns about magnet schools. Among them:

- "We can't go to the magnet school in our own neighborhood;"
- "Magnet schools should be more academic;"
- "Magnet schools create segregation of students and magnet schools siphon off the top students from the neighborhood."

Student access is determined by parent and student knowledge of the application process for the magnet program that is of interest to them. While the district information is available districtwide, and the magnet office fields 1,800 telephone calls a month, research shows that most parents with limited resources are reluctant to apply. Many of them had negative experiences with schools while they were students or during their child's schooling, and do not want to risk humiliation if the child is not accepted.

HISD has implemented a program to address this reluctance. It provides free transportation for students to attend magnet schools anywhere within the districts boundaries. HISD has also ensured that representatives from all ethnic and racial groups participate in planning these programs and solving problems.

RECOMMENDATION 45:

Convene a broad-based committee of community representatives to study magnet programs in other large school districts, and develop a recommendations to improve access.

One possible solution is to limit students who may apply to those living in an identified area around the magnet school.

• Board directs the superintendent to form a committee.	March 1997
• Committee presents the recommendation to the board and the board takes action.	March 1998

FISCAL IMPACT

The expense is to fund committee member travel to selected sites. Cost of the program to be enacted by the board is unknown.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Study magnet access	\$0	(\$20,000)	\$0	\$0	\$0

FINDING

Students from low-income homes are considered economically disadvantaged and most require more school resources to equip them for productive citizenship. Best practice organizations adjust the allocation of resources to areas of need.

Annually, HISD prepares a *School Allocations Handbook*, to guide the distribution of funds to all schools in the district. According to the handbook:

"Funds to all schools are based on per pupil amounts and staff allocations as authorized by this handbook in order to ensure equity throughout schools in the Houston Independent School District. Although school funds are appropriated based on specific per-pupil amounts and staffing formulas, schools do not necessarily have to use their allotted funds for those positions or items. Schools are authorized to redistribute funds at the local level as agreed upon by the Shared Decision-Making (SDM) committee within guidelines described herein."

These guidelines give staffing allocation formulas and each school's funding is based on the formula. For example, one library clerk is allocated for high schools with a student enrollment of between 1,000 and 1,499 students. Two clerks are allocated to high schools with student enrollments of more than 1,500. However, as indicated in the handbook, there are few restrictions on the use of the money. A high school, therefore, with a student population of more than 1,500 may chose to hire

only one clerk and use the remaining funds for another position. In short, despite the allocation formulas, each school's SDM has substantial flexibility.

To sample the pattern of resource allocations in HISD, the performance review team measured the allocation of personnel, dollars, and material resources against three need factors that characterized the profile of each school: percent of economically disadvantaged students (as indicated by percent of students eligible for free and reduced lunches), percent of students at risk, and student population served.

In particular, the team analyzed district staffing of assistant principals and counselors, pupil-teacher ratios, and the distribution of learning materials to schools. The team found some differences in resource allocations among schools with similar populations. This disparity can be attributed to decentralization and the latitude granted schools under the site-based management law. However, reviewers concluded that these inconsistencies may be adversely affecting the educational opportunities of HISD students.

Assistant Principals and Counselors

Principals are expected to be educational leaders who know and apply the latest findings in educational research, visit classrooms frequently to monitor instruction, evaluate teachers regularly to help those who need improvement in instructional strategies or course content. These are time-consuming tasks that compete with other aspects of school management.

Assistant principals help by taking on some of these management burdens so that principals can exercise leadership in educating students. Principals with no assistants or an insufficient number of assistants often find themselves confined to managing discipline, budgets, and other pressing aspects of school administration while ignoring the heart of the educational enterprise, the classroom. This is particularly true in a site-based management environment such as HISD where many functions previously performed by the central office have been delegated to the school principal and staff.

Counselors help students make course selections and other educational choices that will give them the tools for success in higher education or employment. Through individual and group sessions, counselors help build students' self-esteem and raise expectations, the prerequisites for achievement. Where there is gang activity, counselors often teach non-violent conflict resolution skills. In many schools, counselors are the experts in administering standardized tests and explaining the meaning of test scores to students, parents, teachers, and administrators.

Counseling services are particularly important in schools with high percentages of students from low-income families. Such families often have limited experience and information. They rely, more heavily than middle-class families, on counselors to help their children make sound educational and employment choices.

Assistant principals and counselors are normally allocated to schools on the basis of the number of students. The review team compared the allocation of HISD assistant principals and counselors to the number of students at each school. The team could not detect a relationship between the allocation of these staff members and the numbers of students they were supposed to serve.

Exhibit 2-39 shows that groups of schools with the same or similar numbers of students to be served did not have comparable numbers of counselors and assistant principals as well as examples of schools with different student populations, but the same number of counselors and assistant principals.

Exhibit 2-39
Examples of Staffing Patterns for HISD Elementary, Middle, and High Schools
1994-95

School Type	Name	Students	Assistant Principal	Counselor
Section A: Same population, different staffing.				
Group 1				
Elementary	Hobby	877	1	1
Elementary	Burbank	877	2	2
Group 2				
Elementary	Janowski	806	1	1
Elementary	Cage	795	2	0
Group 3				
Middle	Burbank	1478	2	5
Middle	Jackson	1397	4	3
Middle	Stevenson	1376	3	0
Section B: Different population, same staffing				
Group 4				
Elementary	Braeburn	1171	1	0

Elementary	Hohl	576	1	0
Group 5				
High	Westbury	2346	2	6
High	Sterling	1413	2	6

Source: TEA and HISD District & School Profiles.

Further analysis revealed that each of five high schools, ranging in student population from 2,346 (Westbury) to 1338 (Worthing), had two assistant principals and six counselors. Other schools in this group were Sharpstown, Washington, Sterling, and Kashmere.

Pupil-Teacher Ratio

Student learning is enhanced when teachers adjust instruction to meet student needs and capabilities. Large classes require teachers to anticipate more variety in student learning styles. This variety increases the demands on teachers to plan and execute individualized instruction. In addition, students from low-income homes tend to be less prepared for learning and place even greater demands on teachers' time for individualized instruction. Therefore, smaller classes are appropriate in schools with large economically disadvantaged and at-risk student populations.

Pupil-teacher ratios measure the number of students in each teacher's class. The review team compared pupil-teacher ratios with the percentages of economically disadvantaged and at-risk students at each school (**Exhibit 2-40**) and found no consistent relationship among these factors.

**Exhibit 2-40
Pupil-Teacher Ratio
Selected HISD Schools
1994-95**

School Type	Name	Students	% Free & Reduced Lunch	% At Risk	Students Per Teacher
Section A: Different populations, similar staffing					
Group 1					
Middle	Deady	1769	80	57	17.7
Middle	Lanier	1406	23	18	17.4

Group 2					
Middle	Jackson	1397	73	65	18.7
Middle	Clifton	1151	35	30	18.7
Group 3					
High	Davis	1750	40	66	20.6
High	Sharpstown	1799	27	59	20.4
High	Milby	3499	34	58	20.2
High	Bellaire	2880	10	29	20.1
Section B: Similar populations, different staffing					
Group 4					
Elementary	Whidby	650	75	26	22.2
Elementary	Codwell	605	75	33	14.9
Group 5					
Elementary	Benbrook	541	73	50	18.0
Elementary	Roosevelt	508	72	46	15.4
Group 6					
Middle	Stevenson	1376	64	52	23.4
Middle	Burbank	1478	64	51	17.6

Source: HISD Information sheet and HISD District & School Profiles 1994-95

Section A identifies groups of middle and high schools with different populations but almost identical staffing, and Section B identifies elementary and middle schools with similar population and different staffing.

Among some groups of schools, there was a slight increase in students per teacher as the percentage of economically disadvantaged students declined. Overall, there was no discernible relationship between pupil-teacher ratios in either the percentages of economically disadvantaged or at-risk students assigned to schools.

Learning Materials for Students

In addition to textbooks, libraries add richness and depth to learning by exposing students to research materials and methods and allowing them to extend their range of interests and knowledge beyond the classroom. As the number of volumes in a school library increases or diminishes, so do learning opportunities. Large disparities in volumes per student among

schools of comparable size could indicate differences in educational opportunity. At a minimum, the review team expected comparable library collections in schools of comparable size, however, the team found disparities among schools.

Exhibit 2-41 displays school need factors and corresponding ratios of books per student. Schools are displayed in three major sections: those that have similar need factors and different numbers of books per student, schools with a range of needs and high ratios of books to students, and schools with a range of needs and low ratios of books to students.

**Exhibit 2-41
Library Volumes Per Student
1994-95**

School Type	Name	Students	% Free & Reduced Lunch	% At Risk	Books/Student
Section A: Similar need factors, different ratio of books per student					
Group 1					
Middle	Burbank	1478	64	51	12.7
Middle	Stevenson	1376	64	52	7.9
Group 2					
High	Kashmere	1015	37	68	15.7
High	Austin	3062	36	70	6.4
High	B. Jordan	1270	34	50	11.8
High	Washing	1520	34	50	9.7
High	S. Houston	2678	33	68	10.4
High	Worthington	1338	33	67	12.0
Section B: Range of needs, high ratio of books per student					
Middle	Revere	1152	37	39	18.8
Middle	Thomas	801	53	72	18.6
Middle	Sharpstown	1295	60	52	15.9
Section C: Range of needs, low ratio of books per student					
Middle	Woodson	578	50	64	8.7
Middle	Stevenson	1376	64	52	7.9
Middle	Hartman	1496	39	57	6.8

Middle	Johnston	1499	31	30	6.4
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Source: HISD Library Inventory 1994-1995

Comparison of percentages of economically disadvantaged and at-risk students with volumes per student in elementary schools showed similar lack of correlation between needs and resources.

The review team concluded that critical teaching and learning resources such as principals, counselors, teachers and learning materials were not distributed among schools in a manner that promoted educational opportunities for all students.

RECOMMENDATION 46:

Revise HISD's school allocation formulas to adjust for at-risk and economically disadvantaged student populations and establish guidelines that will give schools choice, within reason, while ensuring educational opportunities for all children.

The basic needs of students must be met first. Funding flexibility should be awarded based on the performance of students in the schools. As student performance improves, schools should be allowed even more flexibility in the use of funds.

Though the district is decentralizing operations, HISD's board and superintendent must exercise sufficient control over curriculum practices and distribution of resources to ensure each student an equitable learning opportunity. The base formula for funding schools should include at-risk and economic factors. Additional resources can be requested by the site-based committees in the schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

<p>1. Board directs the superintendent to develop policies and procedures that:</p> <ul style="list-style-type: none"> • communicate its philosophy on distributing all resources to areas of need so that equitable learning opportunities are provided for all students and a formula for funding each school; • include adjustments based on at-risk and economic conditions; and • allow site-based committees to request additional funds based on needs. e.g.. additional counselors. teachers. 	<p>January 1997</p>
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supplies, and equipment.	
2. The superintendent establishes equity oversight committees in the area districts and the HISD central office. A major task of the committees is to ensure that resources are distributed equitably, according to the learning needs of students.	February 1997
3. The superintendent requires districts and central office to oversee budget, human resource, and curriculum decisions to ensure equitable access to curriculum, teaching expertise, and financial support.	May 1997

FISCAL IMPACT

This recommendation can be accomplished without additional resources.

Chapter 3:

Community Involvement

This chapter reviews Houston Independent School District's (HISD's) community services, public relations, and communications programs in nine sections.

Chapter Contents:

- A. Mission, Organization, Planning, and Evaluation
- B. Communications/Media Relations
- C. Community Development Initiatives
- D. State and Local Government Relations
- E. Instructional Media Services
- F. Media Production
- G. Citizens Information
- H. Administrative Services
- I. Graphics and Publications

Executive Summary

MAJOR FINDINGS AND CONCLUSIONS

The Community and Public Relations Department should modify its mission to encourage more open two-way communication with the community as a means of building public trust and support. The modified mission should focus on the dissemination of factual information about the district and de-emphasize "promoting" the district. To facilitate the accomplishment of the modified mission and to streamline departmental operations, a reorganization plan is proposed. The department is currently staffed with eight unit heads that report directly to the Assistant Superintendent of Communications and Public Relations. The proposed reorganization plan reduces the number of direct reports from eight to three and results in an annual staffing costs reduction of \$419,000.

BACKGROUND

The HISD Communications and Public Relations Department is responsible for providing effective communication and public relations between the district and the community. The department is charged with directing the district's external and internal communications efforts such as media and public relations, community relations, government relations, and the development and dissemination of districtwide publications and administrative materials.

HISD's Communications and Public Relations Department has an annual budget of \$5.8 million for fiscal 1995-96 and is staffed by 119 employees.

Although a critical component of the department is community and public relations, only 20 percent of the department's total budget is allocated to those functions. The units responsible for community and public relations include Communications/Media Relations, Community Development Initiatives, and Citizens Information.

The Policy Analysis and Development unit is responsible for promoting positive relations with governmental agencies and elected officials at the state and national levels to ensure that the district's schools and students are considered in external policy development, implementation, and funding. The Policy Analysis and Development unit's budget comprises 3 percent of the department's total budget.

The Communications and Public Relations Department also administers the Instructional Media Services unit, which provides instructional television programming for district teachers and students. The Instructional Media Services unit's budget represents 12 percent of the department's total budget. Another television programming function used as both an internal and external communications vehicle by the department is the Media Production unit, which provides public information programming for both the district and the community. The Media Production unit's budget represents 4 percent of the Communications and Public Relations Department's total budget.

The most significant portion (54 percent) of the department's budget is allocated to Administrative Services, which includes copy center and print shop services, micrographics, records management, and mail distribution. A related communications support function, Graphics and Publications, comprises 4 percent of the department's total budget.

Management and oversight for the entire department is handled by the office of Communications and Public Relations, which represents 2 percent of the Communications and Public Relations Department's total budget.

Exhibit 3-1 presents HISD's Communications and Public Relations Department budget, staffing levels, and major functions performed by each of the department's nine organizational units.

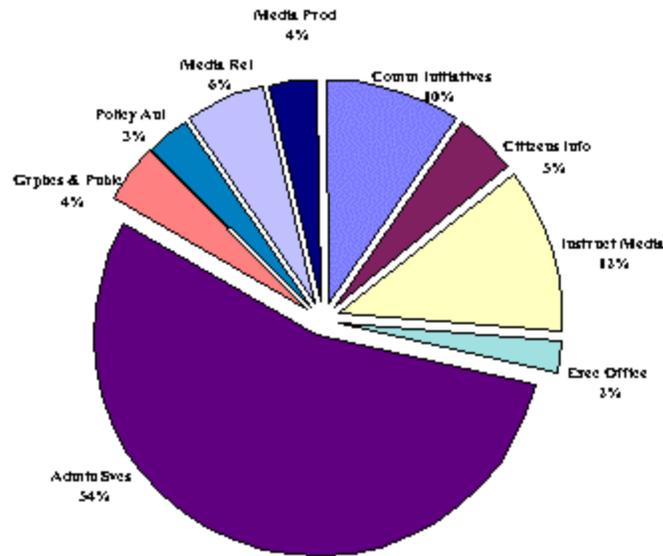
Exhibit 3-1
HISD Communication and Public Relations Department
Breakdown of Organizational Unit's Budget, Staffing, and Functions

Organizational Unit	1995-96 Budget	Total Staff	Major Functions Performed:
Office of Communications/ Public Relations	\$120,361	2	Management/Oversight of Department
Policy Analysis & Development	179,097	2	State and Local Government Relations
Communications/Media Relations	336,174	7	Media Relations with Television, Radio, and Newspaper Outlets
Community Development Initiatives	559,450	14	Business/School Partnerships, Volunteers, Speaker's Bureau, Special Event Planning
Citizen's Information	276,984	8	Public Information, Translation Services, District Switchboard
Media Production	210,030	4	Public Information Programming for the District and Community
Instructional Media Services	754,536	21	Instructional Programming
Administrative Services	3,191,139	54	Printing, Typesetting, Records Management, Micro Graphics, and Mail Distribution
Graphics & Publications	247,208	7	Graphic Design and Layout for District Publications
Total	\$5,874,979	119	

Source: HISD Budget Department

Exhibit 3-2 shows HISD's Communications and Public Relations Department budget breakdown percentages by organizational unit.

Exhibit 3-2
HISD Communication and Public Relations Department
Budget Breakdown by Organizational Unit



Source: HISD Budget Department

To determine how HISD's Communications and Public Relations Department compares to similar departments of other school districts around the country, data was requested from the following peer districts: Los Angeles Unified, Dade County, Philadelphia, Dallas, Memphis, and El Paso. Analysis of this data revealed that of communications and public relations department functions performed, the number of employees and departmental budgets vary widely among peer districts. Overall, HISD's Communications and Public Relations Department has the largest budget, the most employees, and administers the most comprehensive community-based programs.

Exhibit 3-3 compares peer district communication departments based on staffing, budgets, and major functions performed. Both HISD and peer district budget amounts have been adjusted to include only community and public relations and graphic design functions. Administrative Services and broadcast functions have been excluded from this analysis because many of the peer districts did not perform these services.

Exhibit 3-3
Peer Districts Public and Community Relations
Function, Staffing, and Budget Comparisons

Districts	Houston	Los Angeles	Dade County	Philadelphia	Dallas	Memphis	El Paso
Enrollment (1995-96)	206,936	649,054	333,444	211,805	149,405	110,000	65,197
1995-96 Budget							
\$1,719,274	\$724,055	\$677,893	\$843,200	\$1,168,878	\$761,674	\$527,000	
Total Communications/PR Staff	40	13	14	9	34	17	13
Communications/PR \$ per Student	\$8.31	\$1.12	\$2.03	\$3.98	\$7.82	\$6.92	\$8.08
Major Functions Performed:							
Communications (Media & Public Relations)	X	X	X	X	X		X
Community Development Initiatives (Business/School Partnerships, Volunteers, Speaker's Bureau, Special Event Planning)	X		X	X	X	X	X
Citizen's Information (Public Information, Translation Services, Switchboard)	X	X	X	X	X		
Policy Analysis & Development (Government Relations)	X	X				X	X
Graphics & Publications (Graphic Design & Layout)	X		X			X	X

Source: HISD and peer district Community and Public Relations Departments.

As illustrated in **Exhibit 3-3** above, Texas school districts appear to allocate more resources to community and public relations functions than out-of-state school districts.

HISD allocates \$8.31 per student to communications and public relations functions, followed by El Paso ISD, which allocates \$8.08 per student, and Dallas ISD, which allocates \$7.82. In contrast, Los Angeles Unified, Dade County, and Philadelphia school districts allocate significantly less

resources to communications and public relations functions, \$1.12, \$2.03, and \$3.98 per student, respectively.

Los Angeles Unified and Philadelphia public school districts have undergone significant communications and public relations department budget and staff reductions, as a result of decreased appropriations from state and local funding sources. Budget reductions have caused these two peer districts to provide the same types of public relations and communications services before the budget cuts while scaling back the level of services provided.

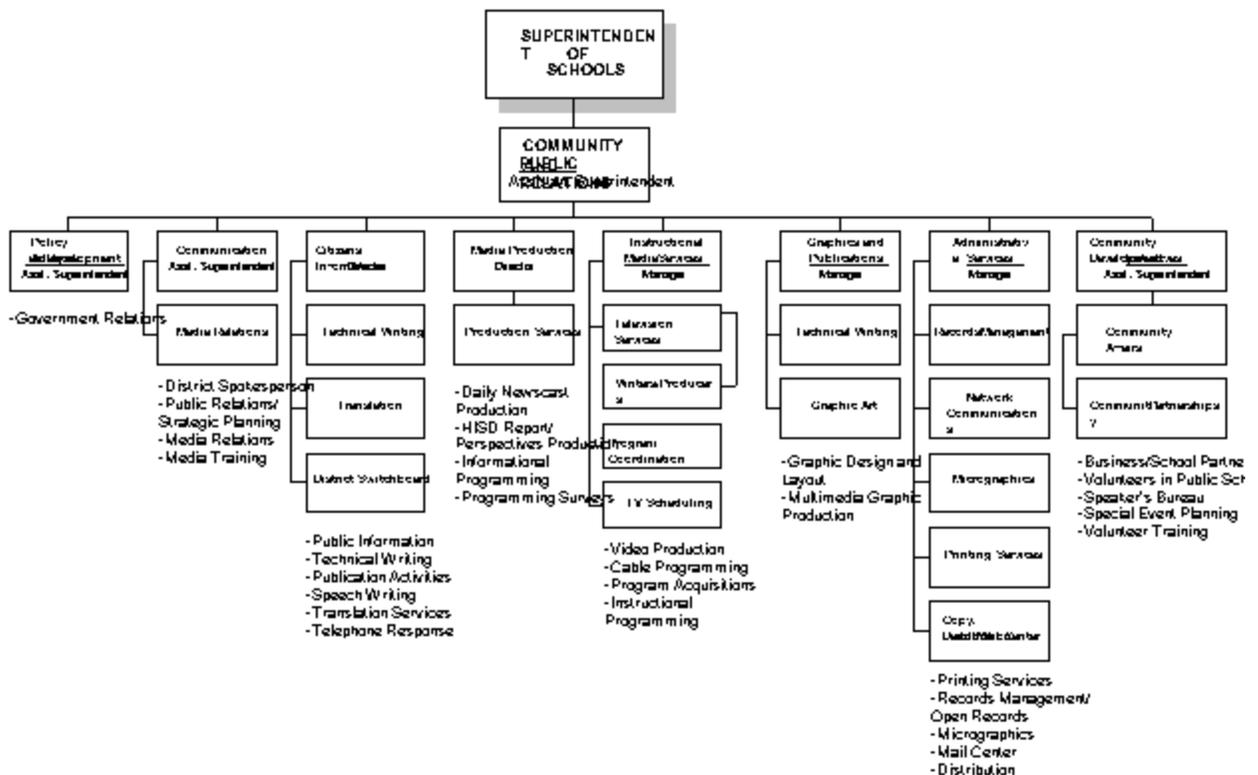
Chapter 3:

A. MISSION, ORGANIZATION, PLANNING AND EVALUATION

CURRENT SITUATION

The Communications and Public Relations Department's mission is to develop and implement effective public and media relations initiatives that promote as positive image of the district. The department is managed by an assistant superintendent. Eight organizational unit heads consisting of three assistant superintendents, two directors, and three managers, are assigned to this department. **Exhibit 3-4** illustrates the organization of the Communications and Public Relations Department at the time of the on-site review.

Exhibit 3-4
Communications and Public Relations Department
Current Organizational Chart
Total Staff = 119



Mission And Organization

FINDING

The district is not as effective as it should be in establishing two-way communication with the Houston community. Instead, the department's focus has been on promoting the district and building a positive image. While the department has developed and implemented many successful programs to solicit community support and build community relations, this goal is not stated in the department's mission statement.

The department's primary focus is evidenced by the Communications and Public Relations Department's stated mission, which is to:

- Provide counsel to the HISD superintendent and senior staff;
- communicate HISD news, positions, and achievements; and
- enhance the school district's credibility, image, and reputation.

For example, the district could have been more effective in establishing two-way communication with the Houston community and determining public sentiment during the May 1996 bond election, which sought \$389 million for proposed construction and renovation of school facilities. During individual interviews, some citizens indicated to the review team that they felt the district could not be trusted and would not use the bond proceeds for proposed projects. Other citizens indicated that their neighborhood schools were not going to benefit from the construction and renovation projects. These opinions could have been addressed if more opportunities for district and community interchange had occurred before the bond election.

Survey results in **Exhibit 3-5** support these findings. The public input survey responses indicated that many citizens are not aware of the many district programs and activities that are going on in the schools and the district. When citizens were asked how much they know about programs and services provided by HISD, 60 percent of the respondents stated that they knew only "a little" about district programs and services and 22 percent of the survey respondents indicated that they "know nothing" about HISD programs and services.

Exhibit 3-5
Public Input Survey Results
(Conducted by Management Review Team)

How much would you say you know about programs and services provided by HISD?		
A Lot	A Little	Nothing
18%	60%	22%

Source: Public Input Survey Results, April 1996

In contrast, a recent example of the district providing prompt and accurate information to the Houston community and soliciting community input and support, was the district's response to the roof collapse at Houston Gardens Elementary School on August 12, 1996. The district responded promptly and provided accurate information on the roof collapse. After the incident occurred, the district developed a plan for evaluating the remaining schools with potential structural problems to ensure safety before the opening of school. The superintendent notified the community of the need for architects and engineers to evaluate school building conditions before school opening. Representatives from professional architectural and engineering groups promptly volunteered their services, lending community support to assist in resolving the situation.

RECOMMENDATION 47:

Modify the Communications and Public Relations Department's mission to encourage two-way communication to build trust within the community. Reorganize the department to reflect the modified mission. Change the name of the department to better describe its new focus.

Image building should be de-emphasized by the department. Increased emphasis should be placed on building strong two-way communication to facilitate improved community relations. Information disseminated by the department should include both positive and negative facts about the district. This change in department focus eliminates the need for public relations functions and should increase public trust and support.

To facilitate the modified mission of the department, it must be reorganized. A possible name for the reorganized department might be Community Relations and Information Services.

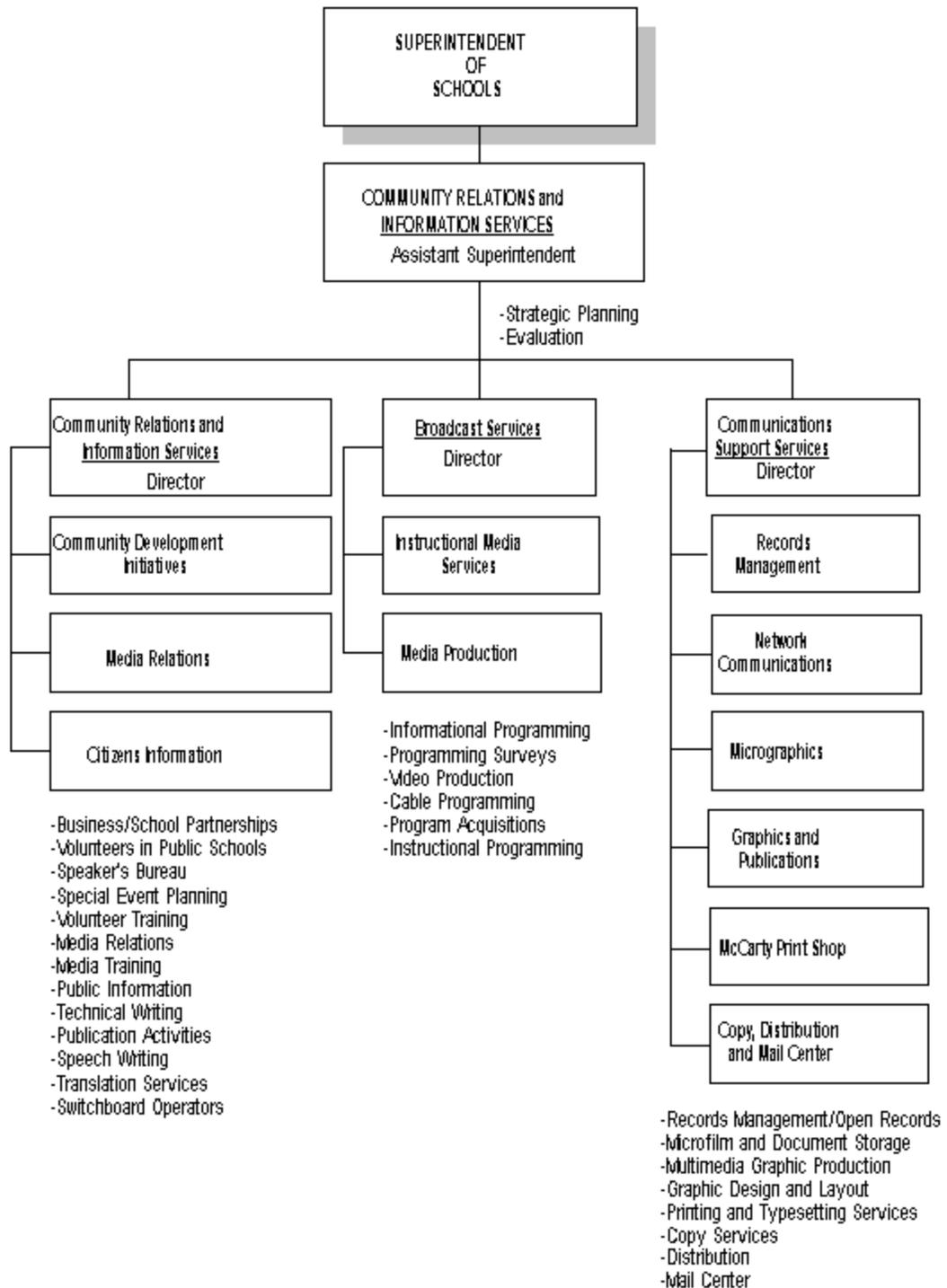
Reorganizing the department by merging the following units should increase efficiency and help the department accomplish its new mission. **Exhibit 3-6** summarizes the proposed organizational changes.

**Exhibit 3-6
Summary of Proposed
Organizational Changes**

New Organization Unit Name	Merged Organizational Units	Rationale
Community Relations and Information Services	<ul style="list-style-type: none"> • Community Development Initiatives • Media Relations • Citizens Information 	To promote communication and disseminate information to external groups, de-emphasizing public relations functions performed by the media relations unit.
Broadcast Services	<ul style="list-style-type: none"> • Media Production • Instructional Support Services 	To improve overall efficiency of television broadcast and programming services by eliminating duplication of duties and responsibilities performed by personnel in the two separate organizational units.
Communications Support Services	<ul style="list-style-type: none"> • Administrative Services • Graphics and Publications 	To improve efficiency and coordination of the development of publications and administrative materials.

Exhibit 3-7 shows the proposed organizational structure.

**Exhibit 3-7
Community Relations and Information Services Department
Proposed Organizational Chart
Proposed Staff = 106**



Because the reorganization is proposed and not yet implemented, the Communications and Public Relations Department and assigned organizational units will be referred to by its original title for the remainder of the chapter.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations, along with the organizational unit heads, modifies the mission statement and presents the new mission to the board and district personnel.	October 1996
2. The assistant superintendent of Communications and Public Relations presents the proposed reorganization plan to the superintendent and board for approval.	November 1996
3. The assistant superintendent of Communications and Public Relations implements the approved reorganization plan.	November 1996

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Staffing

This section of the chapter evaluates staffing within the Communications and Public Relations Department.

Communications/Media Relations

FINDING

The Media Relations Director, which shares many of the same roles and responsibilities with the assistant superintendent of Media Relations, attends most critical internal district functions, and routinely represents the district at most community functions in a communications and public relations capacity.

RECOMMENDATION 48:

Transfer the responsibilities of the assistant superintendent of Media Relations to the Media Relations Director.

With the appropriate media relations background and training, the Media Relations Director should be capable of handling all of the management responsibilities of the unit, alleviating the need for an assistant superintendent position.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations prepares a plan to transfer the responsibilities of the	November 1996
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assistant superintendent of Media Relations to the Media Relations Director.	
2. The assistant superintendent of Communications and Public Relations reviews the Media Relations Director job description that summarizes the newly defined responsibilities, eliminates the assistant superintendent of Media Relations position, and reassigns the roles and responsibilities to the Media Relations Director.	December 1996

FISCAL IMPACT

Eliminating the assistant superintendent of Media Relations position will result in a total savings of \$77,075 (\$68,952 plus benefits of 11.78 percent).

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Transfer responsibilities to Media Relations Director	\$77,075	\$77,075	\$77,075	\$77,075	\$77,075

FINDING

One of the major responsibilities of the Media Relations Coordinators is to respond to calls from the media. Four Media Relations Coordinators are responsible for handling 50 to 80 calls from the media each week. Based on the number of calls received by the unit, each Media Relations Coordinator is responsible for responding to only 13 to 20 calls per week.

In addition to responding to media requests, Media Relations Coordinators are responsible for visiting their assigned area district offices and soliciting news items from campuses for possible inclusion in the print and electronic media. Some of the news items submitted by the campuses warrant media coverage, while others do not. As a result, Media Relations Coordinators spend unnecessary time researching and preparing news items that are not ultimately covered by the media.

RECOMMENDATION 49:

Eliminate two Media Relations Coordinator positions.

Due to the volume of media calls (50 to 80 per week) two Media Relations Coordinators should be capable of researching media requests and providing timely responses to the media. In addition, campuses need to be

provided with guidelines for news item submissions that will be covered by the print and electronic media. Less significant news items should be covered through campus communications vehicles, such as campus newsletters to parents and community members.

This will allow the Media Relations Coordinators to spend time providing campuses with technical assistance in preparing for only those news items that warrant media coverage.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Media Relations Director develops and provides procedures, guidelines, and training to campus personnel regarding news item submissions.	November 1996
2. The assistant superintendent of Communications and Public Relations and the Media Relations Director prepare a plan to consolidate the Media Relations coordinator positions.	November 1996
3. The Media Relations Director develops a job description that summarizes the newly defined responsibilities for the two remaining Media Coordinators.	December 1996
4. The Media Relations Director reviews the newly defined job responsibilities with the Media Relations Coordinators.	January 1997

FISCAL IMPACT

Eliminating two Media Relations Coordinators will save the district \$78,246. The annual salary for a Media Relations Coordinator is \$35,000 plus benefits of 11.78 percent for a total savings of \$39,123.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Eliminate two Media Relations Coordinator positions	\$78,246	\$78,246	\$78,246	\$78,246	\$78,246

Community Development Initiatives

FINDING

The Community Partnership Coordinators and the Community Affairs Director responsible for the Volunteers in Public Schools Program (VIPS) report directly to the assistant superintendent of Community Development Initiatives. Before the 1995-96 school year, the Community Partnership

Coordinators reported to the Community Affairs Director. The coordinators still work closely with the Community Affairs Director and VIPS personnel to coordinate volunteers and partnerships in schools. The Community Affairs Director coordinates VIPS activities.

In addition, community relations and external communications initiatives are provided by three separate units. The Community Development Initiatives unit is the most visible unit in terms of effective external relations with parents, community members, and businesses. The Media Relations unit responds to inquiries from the media and works with campuses and district administration to identify noteworthy events. The Citizens Information unit disseminates district information to the public and responds to citizens' inquiries.

RECOMMENDATION 50:

Centralize the community relations and information services functions.

Merge the responsibilities of the assistant superintendent of Community Development Initiatives with the Community Affairs Director, and eliminate the assistant superintendent of Community Development Initiatives position.

The coordinator functions are more appropriately aligned under the Community Affairs Director. Because this position coordinates VIPS activities, it could also manage the business partnership programs.

The Community Development Initiatives unit, the Media Relations unit, and the Citizens Information unit should be merged. Merging the units will improve communication and information dissemination to external groups such as community members and the media. As a result, the merged unit will need a new unit head. This individual should have experience with community relations and distributing information to both internal and external audiences. The Community Affairs Director should be designated as the director of the proposed Community Relations and Information Services unit.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations develops a job description that summarizes the newly defined responsibilities for the proposed Community Relations and Information Services Director and discusses it with the proposed director.	November 1996
2. The assistant superintendent of Communications and Public	November 1996

Relations eliminates the assistant superintendent of Community Development Initiatives position.	
3. The assistant superintendent of Communications and Public Relations develops a reorganization plan that merges the Media Relations and Citizens Information units with the Community Development Initiatives unit.	November 1996
4. The assistant superintendent of Communications and Public Relations and the proposed Community Relations and Information Services Director discuss the reorganization plan with the directors of Media Relations and Citizens Information. The directors of Media Relations and Citizens Information retain their existing titles and responsibilities with no salary reductions. If vacancies occur in these positions, the new hires receive the title of manager.	November 1996

FISCAL IMPACT

Eliminating the assistant superintendent of Community Development Initiatives position will save the district \$68,952 plus benefits of 11.78 percent for a total savings of \$77,075.

The additional responsibilities assumed by the proposed Community Relations and Information Services Director warrants a 10-percent salary increase because of the increased responsibilities and added personnel. This is equal to \$6,262 in salary and \$738 in increased benefits costs.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Centralize community relations and information services	\$70,075	\$70,075	\$70,075	\$70,075	\$70,075

FINDING

The Field Coordinator for Business and School Partnerships and the VIPS Specialist perform duplicative duties with regard to training volunteers. The Field Coordinator is responsible for assisting the Partnership Coordinators by providing training for business volunteers, parents, community members, faculty, and staff. The VIPS Specialist is responsible for coordinating and helping VIPS volunteers in schools. The VIPS Specialist is also responsible for offering VIPS training eight times a year to all school volunteers. In the 1995-96 school year, the Field

Coordinators conducted 104 training sessions with business partners and schools.

RECOMMENDATION 51:

Transfer the Field Coordinator for Business and School Partnerships responsibilities to the VIPS Specialist.

Training for VIPS volunteers and business partnerships should be coordinated by one person so that training is targeted and effective. This would also alleviate duplicative training activities within the unit.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations prepares a plan to consolidate the Field Coordinator for Business and School Partnerships and the VIPS Specialist positions.	November 1996
2. The assistant superintendent of Communications and Public Relations develops a job description that summarizes the newly defined responsibilities.	December 1996
3. The assistant superintendent of Communications and Public Relations reviews the newly defined job responsibilities with the VIPS specialist, eliminates the Field Coordinator for Business and School Partnerships position, and reassigns the roles and responsibilities to the VIPS specialist.	January 1997

FISCAL IMPACT

Eliminating the Field Coordinator for Business and School Partnerships will save the district \$26,871 plus benefits of 11.78 percent for a total savings of \$30,036.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Transfer additional responsibility to VIPS Specialist	\$30,036	\$30,036	\$30,036	\$30,036	\$30,036

FINDING

The Community Development Initiatives unit maintains a staff of four secretaries who report to the assistant superintendent of Community Development Initiatives. The unit's ratio of professional staff to secretaries is 2.5 to 1. Effective human resources management practices suggest a ratio of about five professionals for every secretary.

RECOMMENDATION 52:

Eliminate two secretaries in the Community Development Initiatives unit.

Eliminating two secretaries will bring the ratio of professional staff to secretaries within the Community Development Initiatives unit to 4.5 to 1, which is more in line with effective human resource management practices.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations reviews the responsibilities of the clerical staff within the newly created Community Relations and Information Services unit to ensure that sufficient support is provided to the unit.	November 1996
2. The assistant superintendent of Communications and Public Relations eliminates two secretary positions within the Community Development Initiatives unit.	December 1996

Fiscal Impact

Eliminating the annual salary and benefits of two secretaries within the Community Development Initiatives unit will save the district a total of \$60,072 (\$26,871 in salary plus \$3,165 in benefits for one secretary).

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Eliminate two secretaries within the Community Development Initiatives unit	\$60,072	\$60,072	\$60,072	\$60,072	\$60,072

Media Production And Instructional Media Services

FINDING

Personnel in the Media Production and the Instructional Media Services units perform many similar functions. For example, the Instructional Media Services unit maintains a staff of two full-time producer/directors and one producer coordinator who produce, tape, and edit instructional and informational programs. The Media Production unit maintains a staff of two full-time producers who produce both community and district programs and tape events for the district.

RECOMMENDATION 53:

Merge the Media Production and Instructional Media Services units.

Eliminate positions that perform duplicative responsibilities. Designate the Instructional Media Services Director as the proposed Director of the Broadcast Services unit.

Merging the two units will improve overall efficiency of television broadcasts and programming services by eliminating duplication of duties and responsibilities performed by personnel in two separate organizational units.

Responsibilities for producing, taping, and editing programs can be assumed by the four producer/directors, eliminating the use for one producer/coordinator.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations develops and implements a plan to merge the Media Production and Instructional Media Services units. The plan is reviewed with the proposed Broadcast Services Director (Instructional Media Services Director).	November 1996
2. The assistant superintendent of Communications and Public Relations develops a job description that summarizes the newly defined responsibilities for the Broadcast Services Director.	November 1996
3. The assistant superintendent of Communications and Public Relations discusses the reorganization plan with the Media Production Director, who reports to the proposed Broadcast Services Director. The Media Production Director retains that title with no salary reduction. If a vacancy occurs in the Media Production director position, the new hire receives the title of manager.	November 1996
4. The Broadcast Services Director (Instructional Media Service Director) prepares and implements a plan to consolidate the two producer director positions in the Instructional Media Services unit with the two producers in the Media Productions unit.	November 1996

5. The Broadcast Services Director (Instructional Media Service Director) develops a job description that summarizes the newly defined responsibilities for the producer/directors.	December 1996
6. The Broadcast Services Director (Instructional Media Service Director) eliminates the producer/coordinator position and reassigns the roles and responsibilities to the four remaining producer/directors.	January 1997

FISCAL IMPACT

Eliminating the annual salary and benefits of one producer/coordinator within the Instructional Media Services unit will save the district a total of \$31,234. The producer/coordinator position is equal to \$31,234 (\$27,942 in salary plus 11.78 percent in benefits, which is \$3,292). Because the number of additional personnel assumed by the proposed Broadcast Services Director is not significant (only four additional employees), no salary increase is warranted.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Merge Media Production and Instructional Media Services	\$31,234	\$31,234	\$31,234	\$31,234	\$31,234

Administrative Services And Graphics And Publications

FINDING

The development of districtwide publications and administrative materials is performed by two separate units. The Graphics and Publications unit designs district materials to be printed and copied by the Administrative Services unit. Increased coordination of the development and distribution of districtwide publications and administrative materials could be achieved if the functions were centralized.

RECOMMENDATION 54:

Merge the Administrative Services and Graphics and Publication units. Designate the Administrative Services Manager as the proposed Communications Support Services Director.

The Administrative Services unit and Graphics and Publications unit should be merged, improving the efficiency and coordination of the development of publications and administrative materials.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations merges the Graphics and Publications unit with the Administrative Services unit and renames the merged unit Communications Support Services.	October 1996
2. The assistant superintendent of Communications and Public Relations develops a job description that includes oversight management responsibility for the Graphics and Publications unit for the proposed Communications Support Services Director.	November 1996
3. The assistant superintendent of Communications and Public Relations reviews the additional job responsibilities with the newly appointed Communications Support Services Director.	December 1996
4. The assistant superintendent of Communications and Public Relations discusses the reorganization plan with the manager of Graphics and Publications who reports to the Communications Support Services Director.	January 1997

FISCAL IMPACT

There is no fiscal impact associated with the implementation of this recommendation.

FINDING

The Graphics and Publications unit maintains a staff of one manager, four full-time graphic artists (including one vacancy), a vacant technical writer position, and one secretary. This staff is responsible for producing publications, such as brochures, flyers, and newsletters for the district and for individual campuses. The graphics artists position has been vacant since October 1995, and the unit has functioned adequately without the position.

RECOMMENDATION 55:

Eliminate the vacant graphics artist position within the Graphics and Publications unit.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations eliminates the vacant graphic artist positions within	November 1996
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the Graphics and Publications unit.	
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Fiscal Impact

Eliminating the annual salary and benefits of one graphics artist position within the Graphics and Publications unit will save the district a total of \$36,488 (\$32,643 in salary plus \$3,845 in benefits).

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Eliminate one graphics artist position	\$36,488	\$36,488	\$36,488	\$36,488	\$36,488

FINDING

The Records Management supervisor is responsible for developing policies and procedures for the records management function, coordinating open records requests, and for the storage and destruction of records. The Records Analyst is responsible for researching open records requests and responding to citizens' requests within the required 10-day time period. The unit is staffed with a clerk who helps research open record requests and retrieve files. The unit processes about 13 open records requests per month.

RECOMMENDATION 56:

Transfer the responsibilities of the Records Analyst to the Records Management supervisor and eliminate the Records Analyst position.

Once requests have been organized by the supervisor and policies and procedures have been developed, the unit can process the open records requests using only the Records Management supervisor and the clerk.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager of Administrative Services prepares a plan to consolidate the Records Analyst and the Records Management supervisor positions.	November 1996
2. The manager of Administrative Services develops a job description that summarizes the newly defined responsibilities.	December 1996
3. The manager of Administrative Services reviews the newly defined job responsibilities with the Records Management	January 1997

supervisor.	
4. The manager of Administrative Services eliminates the Records Analyst position and reassigns the roles and responsibilities to the Records Management supervisor.	January 1997

FISCAL IMPACT

Eliminating the Records Analyst position would save the district \$32,000 plus benefits of 11.78 percent for a total savings of \$35,770.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Transfer additional responsibilities to Records Management Supervisor	\$35,770	\$35,770	\$35,770	\$35,770	\$35,770

Planning And Evaluation

FINDING

Only four of the eight units assigned to the Communications and Public Relations Department have formal strategic management plans that guide the unit's goals, objectives, and strategies to help the units accomplish their missions. Of these four plans, none are comprehensive. Management plans are limited to outlining program accomplishments and tracking operation statistics. Communications/Media Relations, Community Development Initiatives, and Graphics and Publications and Administrative Services are the only departmental units that maintain strategic management plans.

Communication and public relations departments in the three peer districts (Philadelphia, Dallas, and El Paso) have long-range plans that outline the departments' goals, objectives, and strategies. Each of these departments has realized increased effectiveness as a result of developing formal management plans.

RECOMMENDATION 57:

Develop a strategic management plan to address the department's modified mission.

The plan also should focus on providing prompt, clear, two-way communication to the community and the media.

Each of the four proposed organizational units in the newly reorganized Community Relations and Information Services Department should develop plans that focus on goals and objectives to accomplish prompt, clear, two-way communication with the community that build public trust and support.

Two-way communication can be accomplished by establishing a community network, such as committees representing the various ethnic, professional and business, civic, and educational groups within the Houston community.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Community Relations and Information Services and unit heads assess departmental activities that need to be performed to accomplish the department's modified mission and focus.	November 1996
2. The assistant superintendent of Community Relations and Information Services and unit heads develop and prioritize goals, objectives, and strategies for each of the departmental units.	January 1997
3. The assistant superintendent of Community Relations and Information Services and unit heads review the goals, objectives, and strategies with departmental personnel.	February 1997
4. Each of the unit heads implement the new strategies management plans.	March 1997

FISCAL IMPACT

This recommendation can be implemented with existing personnel at no cost to the district.

FINDING

The Communications and Public Relations Department lacks a formal mechanism to evaluate the success or failure of programs implemented by the department. As a result, the department has no mechanism for identifying programs and services that are successful, or programs that reach only a limited audience. The lack of an evaluation process may result in inefficient use of resources and personnel.

RECOMMENDATION 58:

Develop and implement evaluation criteria for programs within each of the organizational units to determine program effectiveness.

For the district to improve community relations and effective two-way communication, a formal system for evaluating programs must be developed. The system should determine which programs are reaching the greatest number of people and the type of information disseminated. In addition, the district must report evaluation results and continuously refine and redevelop communication and community relations initiatives to realize improvements. Programs that do not have a significant impact on the community should be eliminated so that employees and funds can be redirected to more worthwhile initiatives.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Communications and Public Relations and the unit heads assess the programs administered by the individual units in terms of costs, the number of community members reached, number of employees and hours committed, resources spent, and outcomes.	November 1996
2. The assistant superintendent of Communications and Public Relations and the unit heads determine if the needs of audiences/clients, such as media, students, parents, businesses, and organizations are being met.	February 1997
3. The assistant superintendent of Communications and Public Relations and unit heads report the results and refine and/or eliminate ineffective communications and public relations activities.	April 1997

FISCAL IMPACT

This recommendation can be implemented with existing personnel, at no cost to the district.

Chapter 3:

B. COMMUNICATIONS/MEDIA RELATIONS

CURRENT SITUATION

The Communications/Media Relations unit is responsible for maximizing media coverage for HISD through print and electronic media and public forums. Major communications and media relations methods provided by the Communications and Public Relations Department include the following:

- **News Releases** - The HISD Communications Department faxes news releases to all local news outlets for media coverage. News releases may be generated by the administration or by individual schools or districts who may contact media coordinators to prepare the information for distribution. In addition, the Communications Department may prepare news conferences, publicity events, and photo opportunities for local news media to gain positive coverage.
- **Superintendent's Speaking Engagements** - The Superintendent of Schools maintains a full schedule of speaking engagements throughout the community which promote the state of the schools, the district's position on a variety of issues, and other programs endorsed by the School Board and administration. The superintendent honors as many requests for appearances as possible, particularly those that involve students and the community.
- **HISD Key Communicator Letters** - HISD had identified a list of Houston's top community and business leadership and key influentials who receive direct communication from the Superintendent of Schools on direct-related issues. These letters provide clarification, details, and/or the district's perspective on concerns raised within the community either through the news media or other public channels.
- **Board Highlights** - Following each regularly scheduled Board of Education meeting, a summary of high priority agenda items is compiled and distributed to all schools, departments, and community leaders. Board highlights also include special recognition by the board of students and employees and HISD personnel changes approved by the Board.
- **Memoranda and Publications to Parents** - As needed, memoranda, pamphlets, and flyers are sent home with all students, or depending upon the subject matter, some subset of the student population. These documents include memoranda on pertinent

district programs or changes in procedures, Back to School information, Code of Student Conduct, HISD television programming notices, invitations to special events, etc.

- **Memoranda and Publications to Employees** - As needed, memoranda, pamphlets, and flyers are distributed to all employees or work location supervisors for posting within departments to communicate changes in policy, inform employees on new programs such as the HISD Ombudsmen Team, new procedures on school visitation, TAAS preparation procedures, and other issues. A system of facsimile transmissions to schools and district offices has been established for rapid dissemination.

FINDING

In some instances, HISD does not respond to the press in a timely and effective manner. For example, representatives from the Houston media voiced concerns that when the district is contacted about potential news stories, district responses are often too late to meet critical print or air-time deadlines. This delay results in community members receiving inaccurate or one-sided information.

RECOMMENDATION 59:

Respond to the press within two hours of a request, and train Media Relations staff to handle media issues.

The district should ensure that a well-trained media relations staff is in place to address day-to-day media issues. The district also should appoint a designated spokesperson, such as the Media Relations Director, to handle all sensitive media issues and crises. All communication with the media should be open and honest. The spokesperson should develop response times and procedures for handling media inquiries for the Media Relations staff, and provide all media relations training to campuses and district administration personnel, as required.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of the Communication and Public Relations ensures that the Media Relations Director is adequately trained to respond to the media.	November 1996
2. The Media Relations unit develops a crisis management plan and an issues management plan.	January 1997
3. The Media Relations Director ensures that the Media Relations	February

Coordinators are trained on how to respond to the media.	1997
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FISCAL IMPACT

This recommendation can be implemented at no cost to the

Chapter 3:

C. COMMUNITY DEVELOPMENT INITIATIVES

CURRENT SITUATION

The Community Development Initiatives unit oversees the Volunteers in Public Schools Program (VIPS), VIPS Speakers Bureau, Special Events Planning, and Community Partnerships. The unit is responsible for developing activities and programs that create, maintain, and monitor participation in HISD schools by businesses, colleges and universities, social service agencies, local government, parents, and volunteers.

The VIPS program is one of the major activities of the Community Development organizational unit. VIPS serves as an umbrella organization for all volunteer/community activities in the Houston schools. Members include Campus Parental Advisory Committee (CPAC) members, parents, grandparents, senior citizens, high school and university students, religious groups, civic and professional organizations, and working taxpayers interested in public education. VIPS is organized to support HISD schools in the recruitment, training, placement, and monitoring of parent/community volunteers. In addition, a Partnership Advisory Committee was established to act as an advocate for partnerships. The committee was established in the 1991-92 school year and is charged with the responsibility of reviewing and facilitating the development of partnerships among parents, businesses, higher education institutions, civic organizations, multi-service agencies, and schools within HISD.

In 1995, the Legislature approved language in Senate Bill 1 (S.B. 1), stating that successful public education is directly related to a supportive family; parental involvement in schools is essential.

Nationally, parents are less involved in schools than expected. According to a 10-year national study of more than 20,000 high school students and their parents, students are disengaged from education. More than half of surveyed students said they could bring home grades of C or worse without their parents getting upset; one-third of students said their parents have no idea how they are doing in school; and one-sixth of students even reported that parents do not care whether they get good grades. Only one in five parents consistently attended school programs; more than 40 percent never did.

The reasons for a lack of parental involvement vary from student to student, across communities, and are as varied as differences between

individual families or households. Single parents are forced to focus on economic livelihood. Even in two-parent households, economic pressures distract parents from the public schools their children attend. In many cases, parents unfamiliar with the public school system may not feel comfortable visiting their children's school or contacting teachers and administrators.

Despite the same outside pressures, HISD boasted more than 37,000 participants in its Volunteers In Public Schools (VIPS) program in 1995-96. In addition, the Community Development Initiatives unit maintains a web of corporate partnerships pairing local businesses with nearby schools. In the 1995-96 school year, there were 11,191 business/school partnership volunteers.

FINDING

VIPS is organized to support HISD schools in the recruitment, training, placement, and monitoring of parent/community volunteers. The VIPS Program has been instrumental in increasing the number of volunteers in schools. Based on peer district comparisons, the number of HISD student volunteers per student ranks among the highest in the top 10 school districts in the nation. The number of volunteers in schools has increased 42 percent from 26,000 in 1994-95 to 37,000 in 1995-96. The VIPS Program provides training to 12 area district volunteer coordinators who work with school volunteer coordinators to develop parent and community activities at HISD schools.

COMMENDATION

The HISD Community Development Initiatives unit is commended for establishing and maintaining a significant number of school volunteers who participate in numerous school and districtwide activities.

FINDING

HISD's Community Development Initiatives unit has developed a number of exemplary curriculum-based and business partnerships. These initiatives have resulted in more than \$8 million in scholarships and technological program awards for HISD students. Examples of programs provided by the Communications and Public Relations Department follow.

Curriculum-Based Partnerships (Sample of Programs)

- The **Amoco Science Enrichment Program** provides science kits and training for both teachers and volunteers so they can assist students with hands-on experiments. The program serves Ashford, Askew, Bush, Condit, Shadowbriar, and Walnut Bend Elementary Schools and T. H. Rogers Education Center. Start-up costs for each school are \$4,000 for materials. Since 1990, Amoco has provided an estimated \$28,000 in materials for the program.
- **Bank One of Houston** sponsors **Choices and Decisions**, a multimedia financial education package at 16 HISD high schools. To implement Choices and Decisions, Bank One has provided teacher training, computer software and printed curriculum materials. The program was valued at \$6,000 in school year 1994-95.
- **Canon U.S.A.** donated 3,675 cameras for distribution to the schools and area districts. Students are using the cameras in the Visual Literacy Through Photography program sponsored by Fotofest and in classes in career and technology education. The value is more than \$300,000.
- **Compaq Computer Corporation** has provided a comprehensive technology infrastructure for The Rice School/La Escuela Rice, which will receive 1,126 computers over three years. In 1994-95, Compaq donated \$2 million in computer-related equipment.
- **Conoco and James P. Grizzard Foundation** provides \$1,000 scholarships per college year beginning with the freshman class of 1995, to all graduates of Yates High School who meet some basic academic requirements. The program is designed to address dropout and graduation rates.
- **Enron Corp.-Texas Scholars '95** motivates students to take a more rigorous sequence of courses in high school, the recommended High School Program (RHSP). Enron donated \$4,250 for 17 Texas Scholars charter middle schools to help launch the program.
- **The Exxon Education Foundation** has provided \$12,400 for "**Math Attack: Long-Term Commitment To Long-term Improvement,**" a program designed to improve the quality of mathematics teaching at Horn Elementary. This grant is for the 1995-96 school year.
- **GTE and the National Football League** sponsor **Project Pass**, a multimedia curriculum for seventh grade students designed to present challenging mathematical principles in a hands-on, real world context. In connection with this program, GTE is providing a Macintosh computer, double speed CD-ROM and a color monitor for 20 schools, with an approximate value of \$50,000.

- **The Houston Automobile Dealers Association** sponsors **Earning by Learning**, a program that pays students in select elementary schools \$1 for each book they read. In the 1994-95 school year, over 6,000 students in 112 schools earned over \$81,000.
- **National Museum of Natural Science** developed Science curriculum materials for teachers and students in grades one through six and began using these materials through the **Science Start** program during the 1992-93 school year. With the support of Ronald McDonald Children's Charities, the Houston Museum of Natural Science will implement Science Start at 100 elementary schools in 1995-96 by providing curriculum enrichment materials, teacher training workshops, and incentives such as coupons for McDonald's food products and museum admission. The estimated value for the implementation of science start in 100 HISD schools in the 1995-96 school year is approximately \$35,000.
- **Leadership 2000 Mentorship Program, Inc.** organized 300 volunteers to mentor nearly 700 students. Leadership 2000 matches corporate volunteer teams with HISD middle and high schools. There are 15 schools involved in the program.
- **Marathon Oil** provides tutors with emphasis on math and science and donates science kits and math manipulatives at Browning Elementary School.
- **Merrill Lynch** adopts a first grade class at Reynolds Elementary School each year by agreeing to provide scholarships to all students from the class who graduate from high school and attend college. Merrill Lynch sets aside \$50,000 annually for this program.
- **Metropolitan Transit Authority** provides bus mechanics instruction and engines, transmissions, fuel systems, blowers, shocks, windows and other body parts for students to use in preparation for a career in bus mechanics. The estimated value of the partnership is \$30,000 annually.
- **Methodist Hospital** provides a career education program emphasizing medical careers at Worthing High School. The partnership includes jobs for 20 students, field trips and guest speakers.
- **MIDCON Offshore** has committed \$100,000 in annual funding for a scholarship program for Kashmere High school graduates who meet certain criteria. The scholarships are being phased in, with the entire class of 1998 being eligible for the program.
- **Project Grad (Graduation Really Achieves Dreams)** is a comprehensive set of programs to meet the needs of students in the Davis High School vertical team. Established in 1994, GRAD has provided resources to expand the project components **MOVE INTO MATH**, Success For All, and Consistency Management. Already, \$2 million has been raised for Project Grad.

- **Quanex Corporation** underwrites **Help One Student to Succeed (HOSTS)**. Tutors are provided to teach basic skills in language arts at Gregory-Lincoln Education Center.
- **RGA Computer Systems and Employment Training Centers, Inc.** implements a computer-based dropout recovery and prevention program at Milby High School. The partnership affects up to 700 students with special emphasis on ninth graders identified as being at risk. The program provides a student lab with 48 computers and business and education software.
- **Ranger Insurance** donates \$150,000 per year for scholarships for Ryan Middle School students who graduate from high school and attend college. Students are guaranteed a minimum of \$1,000 per year. In 1994, 139 students were receiving scholarship funds.
- **Rice University** in the 1994-95 school year began funding a full-time coordinator/trainer at Westbury High School responsible for coordinating science curriculum writing, staff development, and program implementation.
- **Savings of America** coordinates a career awareness program at 10 high schools and provides \$4,000 in college scholarships to one student from each school. Since 1986, Savings of America has invested \$1.2 million in the program.
- **Shell Oil Company's "Say Yes to a Youngster's Future"** provides teacher training, funding, and supplies for an after-school and weekend science enrichment program for students at 12 HISD elementary schools. Students participate in hands-on science activities. Since 1980, Shell Oil has invested \$1.5 million in the "Say Yes" program.
- **Tenneco** funds the University of Houston-Downtown Center for Professional Development and Technology which collaborates with Reagan High School and five other North Central District schools in providing a field-based teacher preparation program for urban teachers.
- **Union Texas Petroleum Early Childhood Program** at Gregory-Lincoln Education Center pays the salary of pre-kindergarten teachers for two years so that Pre-K can be an all-day program. Union Texas Petroleum gave \$1,000 per year for field trips and parental involvement activities and raised \$6,000 for materials and supplies for the Pre-K classes.

Business Partnerships (Sample of Programs)

- **Lawyers in Public Schools** program, a partnership between HISD and the Houston Bar Association, is recognized by the National Association of Bar Executives and the State Bar of Texas as an outstanding public service project. (*Board Highlights*, 8/11/94)

- **Union Texas Petroleum** provided contributions and supports Black Middle School with a new library, automated foreign-language laboratory, teacher productivity center, and a \$30,000 science lab under construction. Union of Texas Petroleum also supplied tutoring services and contributed over \$23,000 in staff attendance stipends. (*Board Highlights*, 12/1/94)
- The "**McKee Foods Corporation Private-Sector Partnership Award**" went to

Jo Ann Swinney, director of Community Affairs at Tenneco, Inc., and co-chair of the HISD Partnership Advisory Committee. (*Board Highlights*, 12/15/94)

- **Houston Trial Lawyers' Foundation** was recognized for outstanding services to the students and staff at Kennedy Elementary School they presented the school with a check for more than \$45,000 to apply toward the Communities in Schools program, and established an "adopt a classroom" project that allows individual law firms to serve as classroom sponsors. (*Board Highlights*, 2/2/95)
- The **Texaco Foundation** donated \$24,000 to help fund the third year of the HISD Principals' Academy, which offers selected principals comprehensive professional development opportunities while enhancing their leadership, analytical, and interpersonal skills. (News Release, 8/11/95)

COMMENDATION

HISD's Community Development Initiatives unit is commended for soliciting curriculum-based and business partnerships resulting in \$8 million in scholarships and technological program awards for the district.

FINDING

The Community Development Initiatives unit plans programs and activities that promote cultural diversity within HISD. This is accomplished through the planning and implementation of four heritage months: Hispanic Heritage Month (September 15 through October 15); American Heritage Month (November 1 through November 30); Black History Month (February 1 through February 28); and Asian Heritage Month (May 1 through May 31).

The programs and activities developed for each of the four heritage months are designed to enhance student curriculum at all grade levels by emphasizing to students the contributions made by members of various ethnic groups. Houston community members are invited to participate in many of the heritage month activities. A calendar of school events is developed for each of the four heritage months so that parents and the Houston community will be aware of the many programs, activities, and learning experiences taking place in HISD schools. Examples of programs and activities sponsored by the district include:

- Heritage month kick-off receptions with district officials and community leaders;
- Exhibits at schools that display the cultural aspects of the ethnic group promoted, such as art work and travel posters;
- Guest speakers from various ethnic groups promoted who have been recognized as business and civic leaders; and
- Films, video tapes, and pamphlets that assist classroom teachers in instruction.

COMMENDATION

The Community Development Initiatives unit is commended for sponsoring educationally oriented programs and activities that highlight the heritage of HISD students from different ethnic populations and promote awareness and appreciation for cultural diversity within the Houston community.

FINDING

Volunteer hours, monetary donations, in-kind services, and business partnership participation is tracked at the campus level. Campuses annually submit a summary of the total number of volunteers and business partnerships to the Community Development Initiatives unit. The Community Development Initiatives unit submits survey forms to campuses in order to compile annual volunteer and business partnership statistics in a database and publishes a summary of the information in the *Community Partnerships Catalog*.

The unit, however, has not developed an internal benchmark system to monitor volunteer hours, monetary donations, in-kind services, and business partnership participation from one year to the next.

The lack of an internal benchmark system or a method of tracking volunteer statistics and monetary donations keeps the district from

identifying potential volunteers and donors who have not been targeted to participate in volunteer programs, or to increase the level of participation for volunteers and donors who are already participating.

Comparisons with two of the larger peer districts (Los Angeles Unified and Philadelphia) indicated that volunteer statistics are also tracked at the campus and district level. However, unlike HISD, districtwide volunteer hours and monetary donations are not tracked from year to year due to the large number of schools and the lack of adequate information systems in place to summarize the data accurately.

RECOMMENDATION 60:

The Community Development Initiatives Unit should develop an internal benchmarking system that monitors volunteer hours and donor participation by source from one year to the next and establish goals to increase participation levels.

IMPLEMENTATION

1. The Community Affairs Director develops a form to track volunteer hours, the dollar value of monetary donations, and the type of in-kind donations made by volunteers.	October 1996
2. The Community Affairs Director works with VIPS staff to restructure the unit's volunteer database to track volunteer hours, number of volunteers, the dollar value of monetary donations, and the type of in-kind donations.	November 1996
3. The Community Development Initiatives unit distributes the form to all campuses annually so that campuses can track volunteer information and submit the information to the Community Development Initiatives unit.	December 1996
4. The Community Affairs Director unit and VIPS staff annually compile campus volunteer information for tracking and monitoring purposes to set goals and benchmark volunteer activities for the following school year.	Annually

FISCAL IMPACT

This recommendation can be implemented with existing personnel at no cost to the district.

FINDING

Despite the high level of parental involvement in HISD's *Success For All* retention reduction program, dropout prevention programs, and VIPS, opportunities exist for more direct parental involvement at individual campuses. Results from the teacher survey support this finding.

Exhibit 3-8 shows the response of teachers when asked to grade parents' efforts to assist with the education and learning process of their schools.

Exhibit 3-8
Teacher Survey Results
(Conducted by Management Review Team)

What grade would you give parents' efforts on assisting with the education and learning process?				
A	B	C	D	F
11%	20%	32%	25%	12%

Source: Teacher Survey Results, April 1996

In some instances, parents may feel they do not have the time to travel to their children's schools or they may feel somewhat uncomfortable visiting the schools. Their discomfort may be due to feeling inadequate in face-to-face meetings with teachers or simply not knowing how to participate in school activities. Other parents may be uncomfortable because they do not know how to help their children with homework assignments. The issue in many cases is a lack of parental literacy and a related need for parental skills training in topics as basic as getting children to school on time in the morning and reducing television viewing time in the evening.

Nationally, districts are trying new ways to enlist parental involvement. For example, the San Diego Unified School District runs a district parent involvement center that sends volunteers door-to-door to recruit parents to attend six 90-minute workshops geared toward reversing under-achievement. Another effort, *Fail Safe*, guarantees students will read one grade level above their current grade by the end of the school year if parents monitor and review homework and attend parent-teacher conferences. The *Fail Safe* program has been implemented at campuses in the past, but since 1986 there has not been a districtwide program in effect. With decentralization, the statewide effort focusing on parental involvement and the establishment of area districts, campuses have developed their own parental involvement activities. For example, since 1994, area districts have established a districtwide Parent Involvement Day in association with the Greater Houston Partnership. The day is used to highlight parental activities at campuses and emphasize parents working

with their children. Parents also are asked to sign a pledge committing themselves to work more with their child.

School districts also have asked parents on the first day of each school year to sign an agreement that commits them to helping their child and the school in specific ways. In return, participating schools guarantee that the child will receive full educational services and even meet measurable benchmarks in reading, writing, and mathematics. By most accounts, the agreements bind the parents to the school and vice-versa in a way that proves more lasting than traditional communications via notes or telephone calls.

HISD has a similar parental involvement agreement within the Title 1 program. Title 1 programs are designed to help eligible individually disadvantaged children to succeed in the regular instructional program, attain grade-level proficiency, and improve achievement in basic and advanced skills. Title 1 schools are mandated to have parental involvement agreements. In the 1995-96 school year, there were 166 Title 1 schools that maintained parent agreements. Most Title 1 schools are elementary schools with only about 14 middle schools participating in the Title 1 Program.

RECOMMENDATION 61:

Pilot parental involvement agreements at schools where parental involvement has been lagging, particularly at middle and high schools.

Based on the results of the pilot study, the district should subsequently consider expanding the agreements districtwide.

IMPLEMENTATION

1. The board directs the superintendent to identify schools to participate in the pilot of parental involvement agreements.	October 1996
2. The superintendent selects 25 schools with low parental involvement to pilot parental involvement agreements.	December 1996
3. The superintendent appoints a task force of district staff to devise a model parental involvement agreement based on input and examples within HISD and from other districts nationwide.	January 1997
4. The task force delivers the model agreements to the superintendent for adoption.	April 1997
5. The task force works with the principals and site-based decision-making committees at pilot schools to adopt their own agreements based on, but not necessarily identical to, the model.	May 1997

6. The principals ask parents who are enrolling students for the 1997-98 school year, to sign agreements in participating pilot schools.	August 1997
7. The schools develop follow-up systems to ensure that parents carry out their agreements.	Ongoing
8. The Research and Evaluation Director evaluates, monitors, and reports on the successful efforts of parental involvement at schools.	October 1997, Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

HISD lacks a designated parental involvement coordinator for districtwide parental involvement activities. As a result, parental involvement activities are fragmented across departments, area districts, and campuses. Administrative departments are not aware of and usually do not coordinate parental involvement activities. **Exhibit 3-9** through **Exhibit 3-11** highlight some of HISD's parental involvement programs. For example, VIPS maintains a list of parent volunteers who work with individual school volunteer coordinators. In turn, the school volunteer coordinators work closely with the area district volunteer coordinators. The Title 1 Department has employed Title 1 Parental Involvement Specialists at the area district offices who spend 100 percent of their time with Title 1 schools. The specialists coordinate with the Title 1 coordinators on parental involvement activities at the Title 1 campuses.

Exhibit 3-9
Sample HISD Parent Involvement Programs
Elementary Schools
1995-96

School	Program Title	Program Features
Codwell Elementary	Parent Center	Place to conference with teachers and read literature on parenting
Coop Elementary	Dad's Coffee	Build relationships between staff and dad; increase awareness of school programs
Davila Elementary	Food Pantry, Clothing Center	Provide food and clothing from donations of business and community

Eight Avenue Elementary	Grandparents in Action	Support group for grandparents who volunteer in schools
Harvard Elementary	PLANETS	Parent volunteers in Science Labs
Hererra Elementary	Job Search Seminar	Texas Employment Commission help parents find jobs
Jankowski Elementary	Clothing Swap Day	Allow parents to exchange clothing for children
Looscan Elementary	Citizenship classes	Parent education to become citizens
Love Elementary	Technology for Life Long Learning	Two parents hired and trained to assist students and teachers in using computer communication systems
MacArthur Elementary	Parent Literacy	English as a Second Language (ESL) skills taught by ESL teachers
MacArthur Elementary	PEP	Houston Police Department work with parents and students on how to resist peer pressure
McNamara Elementary	Reading is Fun	Parents serve as weekly reader role models
McNamara Elementary	Science for Success	Parents help science teachers teach on Fridays
Memorial Elementary	Bilingual Workshops	Parent education provided in Spanish and English
Milne Elementary	Family Fun Nights	Supper, entertainment- fun classes
Neff Elementary	HIPPY - Home Instruction Program for Pre-School youngsters	Eighteen story books and activities that parents and children read together
Park Place Elementary	ADVANCE Adult Education	Targets parents of children ages 0-7 to provide even start
Piney Point Elementary	MACHO	Parents meet with counselors about gangs
Turner Elementary	Multi Media Parent Resource Center	Use paid parent tutors to assist other parents in Make and Take Sessions
Wesley Elementary	Family Learning Center	General Equivalency Diploma Classes

Source: The Peer Review Program Report on Parental Involvement in HISD, November 1995

Exhibit 3-10
Sample HISD Parent Involvement Programs
Middle Schools
1995-96

School	Program Title	Program Features
Hartman Middle	Security Dads & Moms	Nationally recognized program with parents patrolling the campus
Jackson Middle	Family Saturdays	Monthly topics discussed with lunch provided and a performance by students
Long Middle	Sixth Grade Parent Involvement	Special meetings on topics relating to sixth graders - study skills, self esteem, peer influence
Marshall Middle	Cara & Corazon	Parenting program to strengthen families for 12 weeks
Revere Middle	Family Heritage Nights	Monthly program with dinner to celebrate multi-cultural diversity of school
Stevenson Middle	BAC Parent Counseling Group	Chicano Family Center provides support group for parents of children in exceptional education
Stevenson Middle	Breakfast in Parents' Homes	Discuss parent concerns and communication on new school programs
Stevenson Middle	Padres con Poder	Parenting skills and intervention to empower parents to develop solutions

Source: The Peer Review Program Report on Parental Involvement in HISD, November 1995

Exhibit 3-11
Sample HISD Parent Involvement Programs
High Schools
1995-96

School	Program Title	Program Features
Contemporary Learning Center Alternative High	Parents and Counselors	Parents will be trained as facilitators in support group therapy by staff in Student Assistant Program
Lee High	GANO School & Community	Goal is to make the high school the center of the community - to improve

	Collaboration	education services and community development
Reagan High	HANDS - Helping Adults -N- Delivering Students Success	Support groups for parents; group therapy, family counseling
Sam Houston High	Theatre Arts Parents	Parents provide costumes, set design, carpentry, refreshments, and rehearsal help to students in plays
Sterling High	Senior Parent Involvement Program	Programs on graduation requirements, applying for college, alternative career choices (for parents of 12 th graders)
Sterling High	Parent Shadowing Day	Parents shadow teachers in class every six to eight weeks to observe, assist, or teach
Sterling High	Safer Choices	For parents of 9 th and 10 th graders on health issues, drugs, teen pregnancy (offered twice a month)

Source: The Peer Review Program Report on Parental Involvement in HISD, November 1995

RECOMMENDATION 62:

Assign the VIPS Specialist the responsibility for coordinating all parental-involvement activities within the district.

The VIPS Specialist should be responsible for coordinating and facilitating districtwide parental- involvement activities, such as training, parental-involvement programs, and communication about parent activities within the district. The specialist should be responsible for providing technical assistance and serving as a resource for area districts and campuses in identifying other parental- involvement activities in the district. The specialist should facilitate not only the VIPS parental involvement activities, but also Title 1 and Exceptional Education parental activities. Particular emphasis should be placed at the middle and high school levels where parental involvement is typically low and where students at those grade levels begin to lose interest. Furthermore, the specialist should identify and contact successful parental-involvement programs across the country such as the Quality Education Project, the Center for Parent Involvement in Education, the Accelerated School Model, and the Parent Institute for suggestions and ideas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Community Development Initiatives assigns the VIPS Specialist the additional responsibility of parental-involvement activities in the district.	November 1996
2. The VIPS Specialist develops training programs for parental-involvement activities.	December 1996
3. The VIPS Specialist implements training, coordinates parental-involvement activities, and provides technical assistance as needed to the area district offices and campuses.	January 1997 Ongoing

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

The Partnership Advisory Committee was established in 1992 and was charged with the responsibility for reviewing and facilitating the development of partnerships among schools. The Advisory Committee is comprised of representatives from business/economic development organizations, private businesses, civic organizations, community organizations, non-profit organizations, and local universities. Committee goals include advocating partnerships with schools and providing assistance to the district in their individual areas of expertise.

The number of business partnerships participating at HISD schools varies widely. Some HISD schools have as few as one partnership with a business that supports the school solely with incentives or financial assistance, such as the George Sanchez Alternative school in the Alternative District. Other schools have as many as 18 business partnerships, such as Milby High School in the Southeast District. Community Partnership coordinators have identified those schools with a low number of business partnerships and have attempted to recruit businesses to address the needs of those schools. The coordinators said that because some schools are located in neighborhoods that are not close to high-traffic business areas, businesses that would normally consider volunteering do not because of the school's location. Travel time and inconvenience for employees plays a part in the lack of business-partnership participation at some campuses.

RECOMMENDATION 63:

Plan and identify strategies and methods to recruit businesses to those schools with a low number of partnerships.

The Community Partnership coordinators should work with the Partnership Advisory Committee to develop a plan and innovative strategies for addressing those schools with a low number of partnerships, and identify and contact potential business volunteers. The plan should identify other types of partnerships that could be developed, such as those with religious organizations, social service agencies, non-profit organizations, and municipal agencies.

The committee should use its members' contacts in the Houston community to identify potential organizations and agencies, then work with those schools, identified by the coordinators, to form successful partnerships.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Community Partnership coordinators and Partnership Advisory Committee meet to develop a strategy and plan to target those schools with a low number of partnerships.	November 1996
2. The Partnership Advisory Committee is responsible for contacting organizations and agencies that do not volunteer in HISD. The coordinators identify and assess the needs of those schools with a low number of partnerships.	December 1996
3. The Community Partnership coordinators follow-up on the contacts made by the Partnership Advisory Committee and work toward successful partnerships.	January 1997

FISCAL IMPACT

This recommendation can be implemented with existing personnel.

FINDING

HISD maintains many corporate and business partnerships and some partnerships with local governments such as the Houston Metropolitan Transit Authority (METRO) for student training in preparation for careers in bus maintenance, and with the City of Houston Parks and Recreation Department to build and operate parts for outdoor recreational areas on elementary school campuses as public parks and recreation facilities. The City of Houston Parks and Recreation Department requested the use of district facilities to provide after-school and weekend programs on school campuses, but HISD declined participation in such programs because of potential liability to the district. The Dallas Independent School District successfully implemented these types of projects

with the Dallas City Parks Department and the Dallas Police Department. The Dallas City Parks Department and the school district have established an agreement in which the organizations trade properties for different activities such as playgrounds and baseball fields. The Dallas Police Department and the school district have developed a truancy program in which police officers spend part of their work hours finding and working with truant students.

RECOMMENDATION 64:

Identify and establish cost-effective, community-based partnership agreements with state and local governments, such as joint-facility use for after-school programs, playgrounds, and libraries.

The Communications and Public Relations Department should seek additional cooperative agreements between local government agencies and the school district to implement mutually beneficial programs for Houston schools and city residents. Funding for such programs could be shared by both the City of Houston and the district. If implemented, these programs could help to decrease the district's dropout rate and address the needs of at-risk students, such as tutoring, mentoring, and counseling programs. Other joint projects that the school district and the city might consider include shared funding for libraries for schools where facilities are inadequate. A venture of this type would enable the school district to allocate cost savings to fund other educational projects and would involve more community members with the district when visiting the jointly operated library.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Community Development Initiatives assesses the type of cooperative services that are needed in the district.	November 1996
2. The assistant superintendent of Community Development Initiatives contacts local and state government agencies and City of Houston Planning and Development, Police, and City Parks department to determine available services.	February 1997
3. The assistant superintendent of Community Development Initiatives develops agreements with appropriate local and state governments.	April 1997

FISCAL IMPACT

Cost savings associated with this recommendation cannot be estimated because savings will depend on the type of cooperative agreements negotiated.

Chapter 3:

D. STATE AND LOCAL GOVERNMENT RELATIONS

CURRENT SITUATION

Policy Analysis and Development is responsible for promoting positive relations with governmental agencies and elected officials at the state and national levels to ensure that the district's interests in schools and students are considered in external policy development, implementation, and funding. The Policy Analysis and Development unit is staffed by two employees, an assistant superintendent of Policy Analysis and Development and a secretary.

FINDING

The functions performed by the Policy Analysis and Development unit focus more on state and local government relations and policy administration, rather than communications and public relations with the Houston community, which is the primary focus of the department to which the unit is presently assigned.

The Policy Analysis and Development unit maintains contact with local, state, and federal organizations and networks with appropriate agencies to develop solutions to emerging educational problems, issues, and challenges facing the district. The unit also plans, organizes, and administers activities related to the district's biennial legislative programs and initiatives necessary for special legislative sessions. The unit also works with national educational organizations, such as the Council of Great City Schools, to identify successful programs that have been implemented by large school districts across the nation.

In addition to maintaining effective relationships with state and local government agencies, the unit is responsible for maintaining the district's administrative policy and procedures. Following the passage of Senate Bill 1 (S.B. 1), which revised the Texas Education Code, the unit initiated a systematic effort to revise the district's administrative policies effected by S.B. 1 and provide a briefing to senior staff regarding the changes. The unit was also responsible for ensuring that each of HISD's departments reviewed applicable S. B.1 sections, and if a revision in policy was

necessary, drafted the necessary revision for administrative consideration and ultimate presentation to the board.

RECOMMENDATION 65:

Reassign functions performed by the Policy Analysis and Development unit to the superintendent's executive administration staff.

The reassignment of Policy Analysis and Development functions to the executive administration staff will provide a more direct line of communication to executive management about national, state, and local education issues and policy changes impacting the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent assigns appropriate staff to prepare a plan to consolidate the Policy Analysis and Development unit with the district's executive administrative staff.	November 1996
2. The superintendent submits the plan for board approval. Once approved, the superintendent directs the appropriate staff to transfer the Policy Analysis and Development unit budget from the Communications and Public Relations Department and announces the reassignment of the unit's responsibilities.	December 1996

FISCAL IMPACT

Personnel within the Policy Analysis and Development unit should continue to perform the units' existing roles and responsibilities. This recommendation can be implemented by reassigning the units' existing staff and reallocating the units' budget to HISD's executive administration.

Chapter 3:

E. INSTRUCTIONAL MEDIA SERVICES

CURRENT SITUATION

The Instructional Media Services unit is headed by a manager and has 41 employees. This includes Media Services Television and Media Resources (the Media Center and video library). The unit is responsible for broadcasting video programs and the production of programs, such as *HISD Issues*. *HISD Issues* is a weekly cable television program on Channel E1 WHR-492 (Warner Cable Channel 18, Phonoscope Cable Channel 69, or TCI Cable Channels 98, 43, 99, 61, or 81) highlighting issues relevant to HISD employees. The Television unit also produces live programming shows in the studio, such as the annual "Celebrating the Child" series that features a live audience and solicits calls from viewers. The Media Services Television unit also works closely with the Media Production unit in editing programs produced by the Media Production unit by providing background music and district footage of events.

The Media Services Television unit's responsibilities for broadcasting instructional programs include taping programs for broadcasting and providing the tapes to the municipal access Channel E1 (WHR-492) for the cable companies to air. The programs are aired from 8:00 a.m. to 12:00 a.m. Monday through Sunday. In addition, the education- video program channel, Channel One, is offered in the district as a local school option and about 35 schools have chosen to subscribe to the channel.

The Media Center conducts teacher, administrator, and parent workshops, such as workshops entitled "Make and Take," in which participants make items to take with them for demonstration and instruction in the classroom or at home with their children. The Center's operation includes an open lab time for HISD teachers and administrators and in-services or workshops for teachers and parents that deal with resource media as related to instruction. The teacher workshops provide Advanced Academic Training (AAT) credits for teachers. The Center is open six days a week Monday - Thursday

9:00 a.m.- 7:45 p.m., Friday 9:00 a.m. - 4:45 p.m., and Saturday 8:00 a.m. - 4:00 p.m.

The Media Center's HISD Film/Video Library distributes a Media Catalog to campuses that contains a subject and alphabetical listing of videos for teachers to check out and preview. The Video Library also provides a Site-

Based Video Collection Catalog in which the Center has secured duplication rights for some programs in the library so campuses can request permanent copies for their campus libraries. The catalog offers video titles for permanent placement at school sites and supports site-based management by offering schools the option to select media best-suited to their needs.

FINDING

HISD Instructional Media Services provides a wide selection of instructional programs on its HISD education access Channel E1 for teachers to preview and use in their classrooms, such as TAAS Tips, SAT Prep, social studies programs, vocational, and computer programs. The University of Houston, in conjunction with HISD Instructional Media Service, also offers courses for credit in psychology, history, and gifted and talented education. In telephone interviews of 40 elementary, middle, high school, and alternative school principals, 98 percent agreed that the Instructional Media Services unit provides informative and instructional programs.

COMMENDATION

The Media Instructional Services unit is commended for offering a wide variety of instructional programs that are considered effective and frequently are used by teachers.

FINDING

The Media Center conducts teacher and parent workshops and the Media Center's Film/Video Library provides a wide selection of instructional videos for teachers to use in their classrooms. In the 1995-96 school year, the Media Center offered 62 teacher workshops, 85 parent workshops, and 28 workshops for instructional aides, tutors, and student teachers from the University of Houston and Texas Southern University. In addition, 53,000 teachers visited the center in the 1995-96 school year. The Film/Video Library catalog offers a wide range of video titles for rental and/or school purchase that has increased the availability of effective instructional media. In 1995-96, the library filled about 54,964 VHS video rental requests, and nearly 2,000 copies of video programs were requested by campuses for permanent placement at their campus.

COMMENDATION

The Media Resource Center and Film/Video library within the Instructional Media Services unit are commended for conducting frequent and comprehensive teacher and parent workshops and for providing a wide selection of instructional videos used by teachers.

Chapter 3:

F. MEDIA PRODUCTION

CURRENT SITUATION

The Media Production unit is responsible for videotaping district events and activities and producing several television shows that air on the cable access education Channel E1. These programs include *HISD News Today*, a daily 15-minute cablecast of district events, information, and student and staff highlights; the *HISD Report*, a weekly 30-minute program on community issues; and *Perspectives*, a monthly magazine format program broadcast on KUHT - Channel 8, the local public broadcasting station (PBS), with information on events, programs, and noteworthy students and personnel. The Media Production unit is run by one director, two producers, and one secretary. The television programs are aimed at HISD employees, parents, students, and the community.

FINDING

The Media Productions unit was created in fiscal 1995-96 and has not been used by campus staff to highlight significant events districtwide. HISD personnel have failed to notify the unit of many events and activities that could have been highlighted. No formal method exists to notify the Media Production unit of upcoming events. The Media Production unit producers have advertised their services through newsletters, word-of-mouth, and have made some phone calls to the area districts. Schools and administrative departments notify the unit about events by telephone to give them the date, time, and location of the event. Many events occur at night when staff are not available to cover them.

RECOMMENDATION 66:

Promote Media Production services vigorously.

The director of Media Productions should develop a formal plan for advertising their services to campuses and the area districts. The plan should include submitting information to the Citizens Information unit, the Community Initiatives unit, and the Media Relations unit so they can publicize the Media Production unit's services in their programs, activities, and newsletters, and should use all available publications produced by the

district to advertise services. The plan should identify potential sources of advertising, contact references, and frequency of advertising.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Media Productions and the Media Production producers develop a plan to submit information to other departmental units within the Communications and Public Relations Department and other district administrative departments.	November 1996
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FISCAL IMPACT

Improved operational efficiency will result from the implementation of this recommendation.

FINDING

Many families with students enrolled in HISD do not have access to HISD television programs because they do not subscribe to cable television. The district's economically disadvantaged student population is about 60 percent. The Media Production unit conducted an annual viewer survey of HISD employees, teachers, and students in fiscal 1994-95 to determine whether programs are being watched and whether the issues the programs cover are relevant to viewers. Based on a random sample of 125 student surveys in which 66 students responded to the question, "Do you have access to the HISD cable Channel E1," 54 percent stated "yes" and 46 percent stated "no." When these same respondents were asked to indicate how they had access to the channel, 58 percent said they had access at school, 39 percent said they had access at home. Since television programs such as *HISD News Today* and the *HISD Report* are only aired on the cable access channels, many students and their parents do not see the programs.

RECOMMENDATION 67:

Actively seek to maximize public service announcements (PSAs) on network and regular access television channels.

HISD should maximize coverage on local network television stations and regular access stations by requesting PSAs as a vehicle to educate viewers about various programs of the district. The Houston community has several regular access stations that offer news programming such as Channels 20, 26, 39, and 51 in English, and Channel 48 in Spanish, where district events and accomplishments could be publicized on a regular

basis. Television stations stated that PSAs for non-profit organizations are aired at no charge, if the station receives the announcement three to four weeks in advance and the announcement is either 10 or 30 seconds in length.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Media Production and the Media Production producers contact public service directors at local network stations, regular access channels, and local radio stations to increase the number of PSAs and seek other opportunities to obtain coverage on community awareness programs.	November 1996
2. The director of Media Production and the Media Production producers develop appropriate programs to target those audiences.	January 1997

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Chapter 3:

G. CITIZENS INFORMATION

CURRENT SITUATION

The Citizens Information unit is responsible for providing general information about the district. Information is provided to citizens when they visit the district administration building, call the general information number, or when information is requested through the mail. The unit is operated by a director, two information specialists, one translator who also serves as an interpreter for the district, one office manager, and three Centrex telephone operators. The operators route requests for information to the appropriate departments or personnel. From January 22 through May 24, 1996, an average of 5,375 calls was received weekly.

The unit is also responsible for distributing districtwide HISD publications such as the weekly *Superintendent's Administrative Bulletin*, the bimonthly *HISD Today*, and a monthly newsletter entitled *For Your Information*. The unit also distributes an annual *Fact and Figures* brochure. The department's information specialists also write speeches for the superintendent and the board and supply all the documentation for the school board meetings.

FINDING

The Citizens Information unit has one translator to handle foreign language translation requests. When the translator is absent or serving as a translator at public hearings, there is no backup. As a result, some translation requests are not handled promptly. Translation requests become backlogged on the translator's desk until they can be translated or forwarded to a Communications coordinator within the Media Relations unit who has agreed to assist the translator with translation requests.

The translator is responsible for handling translation requests from the district administration and campuses. In addition, the translator serves as an information specialist responsible for answering calls from district operators. While the translator receives a majority of requests for translations from campuses, some campuses and administrative departments translate their own materials into Spanish.

During 1994-95, the translator transcribed approximately 77 documents ranging in length from one to 100 pages, with an average turnaround time of 13 days. From September 1, 1995 through May 28, 1996, the translator translated approximately 144 documents ranging in length from one to 57 pages, with an average turnaround time of five days.

Public comments to the review team suggested a need for publications and materials to be translated into Asian languages. The district translator is fluent in Spanish, Italian, and French, but the majority of translation requests are for the Spanish language. If requests are made for languages the translator does not speak, the translator transfers the request to an HISD employee fluent in the language or, on occasion, refers the requests to an outside vendor.

RECOMMENDATION 68:

Identify volunteers who can assume some of the translation workload, including volunteers who are fluent in various Asian dialects.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Citizens Information and district administrative departments, such as Human Resources, identify employees fluent in Spanish and Asian languages.	November 1996
2. The Citizens Information unit maintains a list of employees to serve as backup translators for the various languages.	December 1996
3. As translations requests are submitted, the translator uses the list to avoid backlogs.	January 1997

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district.

Chapter 3:

H. ADMINISTRATIVE SERVICES

CURRENT SITUATION

The Administrative Services unit coordinates functions which include printing and copying services, records management, and mail distribution services.

It is the primary responsibility of the Administrative Services unit to ensure that publications produced by the district are timely and accessible to the schools and community. The Administrative Services unit is headed by a manager and is staffed by 53 employees.

FINDING

The Administrative Services unit has established a School-to-Work Transition program in cooperation with the district's Career and Technology Education Department. Since the implementation of the program in February 1995, the Administrative Services unit has employed 11 high school seniors in a variety of job functions which include data entry, records management, and reprographics. These high school seniors receive valuable job training that prepares them to transition into the workforce.

In addition to the School-to-Work Transition program, the Administrative Services unit began a vocational instruction program during the 1994-95 school year for 10 severely handicapped students. Students from Lee and Worthing High Schools were provided job training in the district's Copy Center and the Mail Center. Students trained in the district's Copy Center learned to master the use of commercial drills and staplers required for binding voluminous documents, and learned to improve coordination skills by inserting documents into various-size envelopes in preparation for distribution. Students assigned to the Mail Center mastered sorting and placing mail into the appropriate school bags for distribution.

COMMENDATION

The Administrative Services unit is commended for establishing and implementing successful job training programs that prepare students to transition into the workforce.

Printing and Copying Services

FINDING

HISD's Administrative Services unit provides in-house printing and copying services for administrative departments and schools. The unit currently has a "charge-back" system in place to recoup costs from schools, but has no system in place to recoup costs from administrative departments. Although alternative methods of cost recovery could be implemented, for accounting purposes, the district uses its general fund to charge campus budgets for the cost of printing and copying services. A price list is published specifying the cost of specific printing and copying services, which is used as the basis for charging campus budgets. Even though a price list is published, schools have the option to purchase printing and copying services from outside vendors—even if outside vendor prices exceed those of the Administrative Services unit. According to the Administrative Services Manager, outside vendor prices are continuously monitored and compared to the cost of in-house printing and copying services. Charges for in-house printing and copying services are routinely 25-30 percent lower than outside vendor prices.

The unit manager indicated that a cost recovery system is currently used to track the cost of labor, supplies, materials, equipment rental, and maintenance. However, the district made the decision not to include facilities costs (space allocation and utilities) and depreciation in its cost recovery formula. Consequently, the full cost of operations is not captured from customers through the charge-back system.

Although basic supply and material costs are recovered from the schools, this represents only a fraction of the capital and operating costs incurred by the unit. Schools and administrative departments are not charged for the *full* cost of operations, which includes labor, the replacement cost of supplies and materials, utilities, facilities use, depreciation, and maintenance on capital equipment.

An internal service fund allows schools and departments to purchase printing and copying services from sources outside HISD if they are cheaper. For example, a search for best practices revealed that Jefferson County Public Schools (JCPS), the largest school district in Colorado, operates 11 internal service funds (one of which is printing and graphics services). JCPS found that creating internal service funds (where appropriate) creates significant incentives to conserve resources since services are no longer free to internal customers (e.g., the Fleet Maintenance Department's costs decreased \$500,000 over two years). In

fact, JCPS refuses to "bail out" units operating internal service funds that are in financial difficulty, thereby forcing them to operate like private vendors.

RECOMMENDATION 69:

Establish an internal service fund in the Administrative Services unit to recover the full cost of providing printing and copying services to district schools and administrative departments.

The Administrative Services unit should establish an internal service fund providing copying and typesetting services to schools and campuses on a *full* cost-reimbursement basis. Copying and typesetting services would be "sold" to schools and departments based on clearly stated prices. Prices should be calculated to cover the full cost of operations and include the replacement cost of supplies and materials, payroll costs, operating expenses (including allocations for facilities use and utilities), capital cost recovery in future years through depreciation based on the estimated useful life of equipment, maintenance costs, and debt service (if any). This forces the Administrative Services unit to operate as a "business," using private sector practices to make appropriate capital investment decisions, understand its real cost of operations, and allocate resources properly.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager of Administrative Services and the director of Accounting analyze the full cost of providing printing and copying services, including labor, operating expenses (with related overhead allocations for facilities use and utilities costs), and capital costs.	November 1996
2. The manager of Administrative Services calculates the cost of each printing and copying service to be provided by the unit based on the nature and size of the printing request, and develops a comprehensive pricing structure to be distributed to schools and departments.	December 1996
3. The manager of Administrative Services and the director of Accounting draft a procedure for establishing an internal service fund for printing and copying services.	January 1997
4. The deputy superintendent for Finance approves the internal service fund and related procedures, and presents to the board for approval.	February 1997
5. The manager of Administrative Services communicates the price structure and procedures for the newly created internal service fund to schools and other departments.	February 1997
6. The manager of Administrative Services updates the fee schedule.	Quarterly

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Records Management

FINDING

In April 1996, HISD transferred its open records requests responsibilities from the district's Legal Department to the Administrative Services unit because it was not an effective use of Legal Department staff's time to process the requests. The transfer allowed the Legal Department staff to spend more time addressing legal issues that only they have the expertise to handle. The Administrative Services unit assumed the open records responsibilities with existing personnel. Adequate training was being provided by the Legal Department to the Records Management personnel.

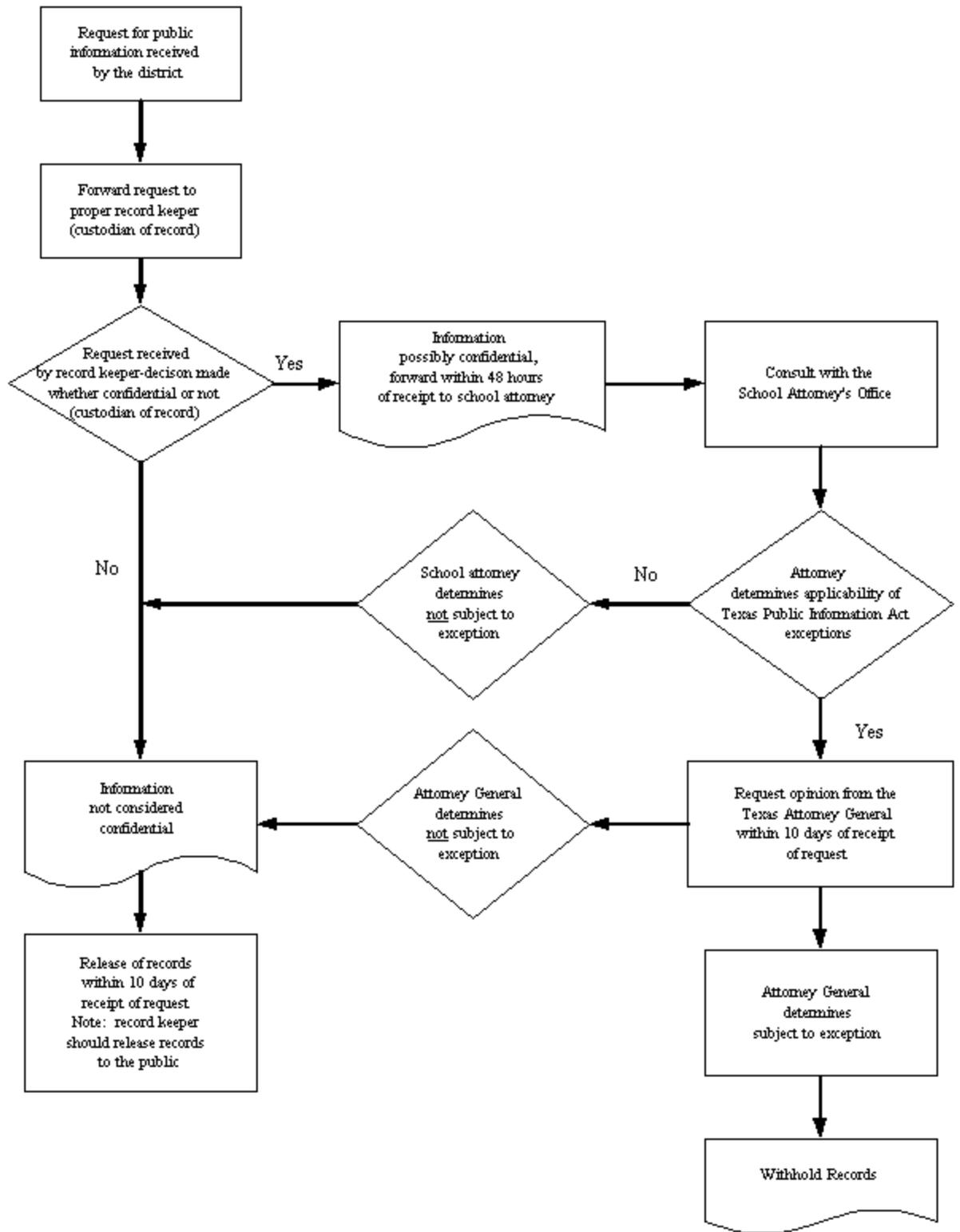
COMMENDATION

HISD's Administrative Services unit is commended for assuming additional administrative responsibilities that have improved the operational efficiency of the district with existing personnel.

FINDING

Responsibility for responding to open record requests is decentralized throughout the district. The decentralized process does not allow requests to be routed, processed, and tracked in a timely manner. Public information requests may come into the district from a variety of sources and may be routed to any number of administrative departments or schools. An information request may be routed to the open records section of Records Management, but requests are just as likely to be routed to any other department or campus. **Exhibit 3-12** illustrates HISD's process for handling open records requests.

Exhibit 3-12
HISD Procedure for Handling Requests for Public Information



For example, the district received an open records request dated May 29, 1996 from a parent requesting a copy of the child's school file. Open Records received the request on June 12, 1996. The Records Analyst

determined that the request should have been forwarded to the principal of the child's school, so the request was forwarded to the school. The principal provided the information to the parent on June 20, 1996. Making the document available to the parent took 20 days, instead of the 10 days required by state guidelines for processing open records requests.

The district has acknowledged this problem and has developed a comprehensive manual entitled *HISD Guidelines for Complying with the Texas Public Information Act* governing open records and disclosure. The manual provides specific procedures and guidelines for determining whether an information request is "public" or "confidential." In addition, the manual provides flow charts of the open records process, information on the costs of providing the information to the requester, and sample forms for requesting information.

RECOMMENDATION 70:

Centralize the open records requests process.

Administrative Services should notify district administrative offices, campuses, and area districts that they are responsible for open records requests. When requests for information are received by the various departments and campuses, personnel should notify Open Records to determine whether the request should be submitted directly to the unit. Distribution of the *HISD Guidelines for Complying with the Texas Public Information Act* should help to clarify the nature of requests, but personnel should still notify Open Records so the unit ensures the request is handled within 10 days.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager of Administrative Services prepares a memo to administrative offices, campuses, and area districts stating that all open records requests must be reported to the Administrative Services unit.	November 1996
2. Administrative offices, campuses, and area districts notify the Administrative Services unit when open records requests are submitted.	December 1996
3. Administrative Services tracks all open records requests submitted to the district and monitors the requests to ensure that they are answered within the allowed 10-day period.	January 1997

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Mail Center Operation

FINDING

HISD's Mail Center operation runs from 7:00 a.m. until 10:30 p.m. and processes about 3.3 million pieces of mail annually. Thirty-five percent of the mail handled by Mail Center Operations is incoming and outgoing mail processed by the U.S. Postal Service that must be delivered and picked up from the administrative building, schools, and other district facilities. The remaining 65 percent of the mail handled by the Mail Center is interoffice mail.

As shown in **Exhibit 3-13** the amount of mail processed by HISD's Mail Center during 1995-96 was in line with peer districts based on the number of employees processing mail.

In a random telephone survey of 55 teachers and administrators, 98 percent said that they were pleased with the timeliness of mail service delivery. Respondents also said that mail service employees are knowledgeable about mail service practices.

Exhibit 3-13
Peer Districts Mail Center
Operations Statistics Comparisons
1995-1996

	Houston	Dade County	Los Angeles
Enrollment	206,936	333,444	649,054
# of Employees Processing Mail	5.5	10	15
Mail Processing Hrs.	7:00 a.m. - 10:30 p.m.	6:00 a.m. - 2:00 p.m.	6:30 a.m. - 3:00 p.m.
Incoming/Outgoing Mail Processed *	1,141,000	1,800,000	3,075,000
Intradistrict Mail Processed *	2,145,000	4,000,000	6,000,000
Total # of Pcs. of Mail Processed	3,286,000	5,800,000	9,075,000
Avg. # of Pcs. Processed Per Emp.	597,454	580,000	605,000

*Source: HISD and Peer Districts Mail Center Administrative Management
*Statistics for 10 months (Sept '95 through June '96) were annualized to
obtain 1995-96 estimate .*

COMMENDATION

**HISD's Mail Center Operation is commended for providing effective
and efficient services to the district.**

Chapter 3:

I. GRAPHICS AND PUBLICATIONS

CURRENT SITUATION

The Graphics and Publications unit provides graphic design and support for the district's administrative departments and campuses. The unit creates publications and brochures and provides consultation on materials for distribution. Most projects completed by the unit are districtwide publications such as curriculum guides, supplements, and graduation programs, but the unit also assists individual schools by designing displays, brochures, and signs.

The unit is staffed with one manager, four graphic artists, and one secretary. The majority of the unit's work is requested from the area district offices for materials such as newsletters and flyers. The administrative departments also request print and multi-media presentations like slide shows on computer.

The unit is also responsible for producing the superintendent's publications such as the layout for the *Back to School* brochure and the *Code of Student Conduct* handbook. Other work requests from administrative departments include Food Service forms for managers to order food for their kitchens, heritage posters, and award certificates.

FINDING

The Graphics and Publications unit has no system in place to recoup the cost of providing graphics design and support services to administrative departments and campuses. The unit charges the cost of graphic artists' supplies and materials used for administrative departments and individual school projects to its own budget. Occasionally, the Graphics and Publications unit will use contracted services for special projects that require high resolution negatives such as Magnet Program materials. The unit will charge the administrative departments for the costs of contracting out these services. However, schools and administrative departments are not charged for the *full* cost of operations which includes labor, the replacement cost of supplies, and materials, utilities, facilities use, depreciation, and maintenance on capital equipment. Staff have discussed and are researching possible fee structures, but nothing formal has been developed.

RECOMMENDATION 71:

Establish an internal service fund in the Graphics and Publications unit to recover the full cost of providing graphics design and support services to schools and administrative departments within the district.

The Graphics and Publications unit should establish an internal service fund, providing graphics design and support services to schools and campuses on a *full* cost-reimbursement basis. Graphics design and support services would be sold to schools and departments based on clearly stated prices. Prices must be calculated to cover the full cost of operations and include the replacement cost of supplies and materials, payroll costs, operating expenses (including allocations for facilities use and utilities), capital cost recovery in future years through depreciation based on the estimated useful life of equipment, maintenance costs, and debt service (if any).

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager of Graphics and Publications and the director of Accounting analyze the full cost of providing graphics design and support services, including labor, operating expenses (with related overhead allocations for facilities use and utilities costs), and capital costs.	November 1996
2. The manager of Graphics and Publications calculates costs of each service to be provided by the unit and develops a comprehensive pricing structure to be distributed to schools and other departments.	December 1996
3. The manager of Graphics and Publications and the director of Accounting draft a procedure for establishing an internal service fund for graphics design and support services.	January 1997
4. The deputy superintendent for Finance approves the operation of an internal service fund and related procedures, and presents it to the board for approval.	February 1997
5. The manager of Graphics and Publications communicates the price structure and procedures for interfacing with the newly created internal service fund to schools and other departments.	February 1997
6. The manager of Administrative Services regularly updates the fee schedule.	Quarterly

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Chapter 4:

Personnel Management

This chapter reviews the Houston Independent School District (HISD) Department of Human Resources (HR) in seven sections:

- A. Organization and Management
- B. Recruitment, Employment, and Retirement of Personnel
- C. Salary Schedules and Employee Benefits
- D. Job Descriptions
- E. Personnel Records
- F. Employee Appraisals
- G. Staff Development

Under new leadership, HR undertook commendable planning and technology initiatives to improve service to its internal and external clients. HR implemented plans to find employees who are not assigned to areas in which they are accredited or who are receiving full benefits and pay without working.

A. ORGANIZATION AND MANAGEMENT

CURRENT SITUATION

HR is responsible for:

- Recruiting, hiring, and processing related paperwork;
- Conducting contract negotiations;
- Overseeing personnel evaluations;
- Maintaining employee records;
- Tracking certificates and professional growth;
- Providing staff development for all employees;
- Overseeing employee benefits and programs;
- Developing and administering employee salary schedules;
- Processing and maintaining records of all personnel actions and requests;
- Overseeing job description preparation; and
- Maintaining and storing personnel records.

Human Resources employs about 203 persons in nine departments located at the central office. Other employees in the area district offices perform various personnel-related functions but are not directly employed by Human Resources.

FINDING

Innovations in the office of the deputy superintendent for HR have improved planning and personnel management. Since June 1995, the HR staff, under new leadership, redefined and streamlined processes, modernized technology to provide efficient support for those processes, reorganized the HR structure to support decentralization, and gave consumer satisfaction high priority. Most HR employees interviewed said they support the new philosophy. The accomplishments are particularly noteworthy because the deputy superintendent had been on the job less than one year. The following are examples of some actions he has taken in the last year.

- **Process Mapping** - Process maps, showing work flow and personnel responsibilities, have been prepared for all departments to ensure that processes and procedures are effective and efficient. Mapping has helped to identify HR's customers and their needs. Process mapping also has used staff input to define, document, and communicate HR processes.
- **Planning** - The concept of long- and short-term planning has been introduced, guided by clear priorities. A document entitled *Organization* was developed and includes a mission statement and definitions of duties by the month for each department in HR.
- **Technology**-Hiring, payroll, and position assignments are either not computerized or are outdated and labor intensive. Computers could complete many tasks in much less time. In 1995, the deputy superintendent developed a request for proposal (RFP) to identify HR's technology requirements. The technology requirements were identified to modernize HR processes and link them to payroll operations. The deputy superintendent communicated these requirements to the HISD superintendent in the form of an RFP. The superintendent directed HR to hold the RFP until a later date.
- **Customer Focus** - Through interviews, the review team learned that the concepts of customer focus and satisfaction are now familiar to most HR employees.
- **Excess Employees** - HR reduced the number of employees in special assignment codes.
- **Decentralization** - The deputy superintendent for HR supported decentralization in hiring and staff development.
- **Leadership** - The review team interviews and observations revealed that the deputy superintendent demonstrates that he has the desire and enthusiasm to bring greater productivity to HR and is open to suggestions on how to accomplish this. HR leadership is

actively engaged in bringing cost effectiveness and customer orientation to HR practices.

- **Hiring** - The deputy superintendent for HR improved the speed of recruiting and internal processing procedures and maintained the regular teaching staff at 96 to 99 percent of authorized positions and the substitutes at 97 percent of need (HR report, May 3, 1996). These percentages are above or equal to other large districts.
- **Teacher Attendance Rates** - The deputy superintendent for HR developed and implemented a program to reduce teacher absences. This program saved \$6.9 million in 1995-1996.

COMMENDATION

The HR staff and leadership are commended for improving HR planning, defining roles and responsibilities for each department, focusing on conserving resources, and developing a customer service orientation; the document entitled *Organization* is comprehensive and commendable.

FINDING

Employees are the most valuable assets in any organization. They also are the organization's greatest expense. To determine if all people employed in the district are occupying approved positions, the review team read job descriptions; analyzed the organization; reviewed employee and job location lists, personnel budget codes and employees assigned to them; and interviewed administrators and teachers.

HISD administrators reported that budget code 398 (Awaiting Assignment) was created for teachers displaced from their jobs due to enrollment shortfalls; code 399 (Temporary Assignment) was created as a holding place for employee discipline cases pending termination hearings or lawsuits and code 089 (School of Abatement) was created so that HISD could continue paying employees unable to work due to physical or mental illness through the term of their contract without holding their position open. A common misconception about the School of Abatement is that there is a physical place called the School of Abatement - this is only an accounting code. HISD administrators could not say when they began using code 089. They did say that the board approves each employee placed in the School of Abatement; however, there is no formal policy guiding this code's use.

Before 1972, all employees were entitled to be paid for up to half of their annual salary provided they had at least half their duty days in

accumulated sick leave. In 1972, this benefit was dropped, but existing employees retained their entitlement. In 1986, eligible employees were no longer allowed to accumulate days for eligible buyout at retirement and leave balances were frozen. The new rule is that employees can be paid for unused sick days for up to one-half of their annual salary provided they had at least one-half of their leave days in unused sick leave in 1986 and at the time of retirement. Otherwise, they are paid for the number of accumulated leave days at the time of retirement so long as that amount does not exceed the days on balance in 1986. If, however, an employee is terminated for cause, they are not entitled to any sick leave payments.

In the case of administrators under performance contracts, the contracts stipulate that employees may be terminated or reassigned without cause, and the employees have given up their right to a hearing. The performance contract states that the employee on termination will receive payment of any unpaid base salary remaining on their contract, with a maximum of one-year's salary including accumulated sick leave if employed prior to October 4, 1972, and a minimum payment of two-months base salary.

Because of these leave policies, HISD concludes that it is cost effective to use special codes to pay employees who would normally be terminated.

As of September 1995, 42 administrators were awaiting assignment. At the direction of the superintendent, the deputy superintendent for HR implemented a plan for eliminating these positions in fall 1995 and developed a process for tracking and reducing the number of people in this code. This number was reduced to 24 by April 1996. The number of non-instructional personnel in code 398 was reduced from 51 in September 1995 to 14 in May 1996. The total number of personnel in code 398 was reduced by 35 percent from September 1995 to May 1996. This was accomplished by placing employees awaiting assignment in authorized positions. The deputy superintendent for HR followed up this directive with a memorandum dated July 22, 1996 to all senior staff and the superintendent's cabinet saying that persons in code 398 must be hired or dismissed for cause before hiring candidates outside of HISD.

According to the deputy superintendent for HR, the number of people awaiting assignment is cyclical. The number drops off in August and early September but rises sharply when positions are not funded in the budget or unbudgeted excess persons are placed in this code. Teachers remain in the classroom but are charged to 398. This number is gradually reduced until December and January when student counts are done, creating even more excess. There is an internal debate about how to address this issue, but HISD administrators agree that too many employees fall in the category.

Nine employees are in code 399; these are employee discipline cases pending termination hearings or lawsuits. This number increased from nine in June 1995 to 14 in May 1996. They are assigned tasks by the district superintendents while awaiting their termination hearings.

An HR document dated April 26, 1996, states that four employees are included in code 089. On July 22, 1996, the deputy superintendent for HR informed the review team that HISD placed another person in this code and said that this person's contract will not be renewed for 1996-1997. This person is out on sick leave. The number of personnel in 089 was reduced from eight to six since June 1995 and is scheduled to be reduced to five as of August 15, 1996 when the contract mentioned above will expire. This person should have been dismissed according to performance contract.

The review team found that 10 employees were moved from their positions because of poor job performance and assigned to jobs for which they are not trained. Examples include assigning one person without a background in staff development for teachers to such a position. A person with an educational administration background was assigned to facilities maintenance.

HR administrators said three teachers are in need of psychological evaluations, but no one has directed them to have an examination done. These people are occupying positions but are essentially unproductive.

At the beginning of September 1996, 28 employees were in code 398, 10 in code 399 and two in code 089. These 40 employees have combined annual salaries of \$1,555,000. Of that amount, \$330,000 is being paid to individuals on temporary assignment or in a disciplinary category. While these employees do not typically remain on the payroll or in these special codes for a full year, new individuals are constantly being assigned to these codes, with no changes in pay.

Central and district administrators participating in the telephone survey gave HISD low grades for follow-up processes regarding issues of dismissal, discipline, and communication. Fifty-nine percent gave a C, D, or F, while only 8 percent gave a grade of A.

RECOMMENDATION 72:

Develop and implement strict policies for using codes 089, 398, 399 and any other miscellaneous codes that allow employees to remain on the payroll in unfunded or unproductive positions.

HISD should further examine existing leave policies and contracting arrangements and make adjustments to limit the need for these payroll codes in the future. Annual goals to reduce employees in these codes should be set.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent appoints committee representing all HISD employee groups and selected personnel experts in the Houston area to develop a policy for the use of codes 089, 398 and 399; the policy states the acceptable reasons for placing personnel in these codes; states that no additional codes should be created or used without board and superintendent approval; and states that all personnel currently in these codes should be taken out unless they meet policy guidelines.	January 1997
2. The board reads, critiques and adopts the policy.	February 1997
3. The superintendent directs the deputy superintendent for HR to set goals and to develop a process for monitoring the use of these codes and ensuring that all use complies with the policy.	February 1997
4. The superintendent and board monitor the progress toward stated goals.	Biannually

FISCAL IMPACT

Savings can be realized by developing strict policies for the use of special employee codes and examining and adjusting leave policies and contracting arrangements to eliminate the need for these codes. Based on current annual salaries of the 40 individuals in special codes of \$1,555,000, if the district set a goal of reducing the total number of individuals in these codes by 80 percent, annual savings of \$1,244,000 could be realized.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Develop policies for temporary assignment codes.	\$622,000	\$1,244,000	\$1,244,000	\$1,244,000	\$1,244,000

FINDING

The superintendent initiated performance contracts in 1995, where central office administrators receive a sum of money in exchange for some of their employment rights.

HISD's performance contract program offers central office administrators, area district superintendents, and principals additional pay in lieu of job security and some due process rights. Under this agreement, area district superintendents received \$15,000 and principals and central administrators classified as assistant superintendents and above electing to participate received \$7,500. This program is conceptually sound and could contribute to productivity and efficiency. It can help ensure more effective school administration and result in better education for HISD students. HISD officials further note that the performance contracts are intended to substantially reduce the legal fees associated with terminating an employee.

Two area district administrators were dismissed from their positions in spring 1996. One employee was terminated and filed suit against the district; this case is pending. The other was placed in budget code 089 (School of Abatement). This administrator continues to be paid through the remainder of his \$86,948 annual contract, although he does no work for HISD. The superintendent's rationale for this was that the administrator had enough accumulated sick leave to continue his pay and benefits through the end of his contract anyway. HR reported that this administrator accumulated 469 personal leave days (sick leave) and 59 vacation days by January 8, 1996. Although the district felt this was a cost-neutral decision, it should be noted that when a regular employee is terminated, accumulated sick days are lost. Under a performance contract, however, employees can be terminated without cause, while their contract entitles them to be paid for two months up to a year depending on where they are in their contract. Observers further noted that purchasing this administrator's contract would have enhanced the credibility of the performance contract program.

The HISD employs 12 area district superintendents, and each received the \$15,000 increase in base salary which continues unless they leave that position. This investment resulted in one job action regarding an area district superintendent.

The superintendent and HR administrators said that 90 percent of the school principals took a performance contract in exchange for due process rights in August 1995 for 1995-1996. That is, they waived their rights to the April 15 deadline for notification that they would not be hired for the following school year and other due process rights in exchange for \$7,500. These contracts cost the district \$1,665,000. As of July 22, 1996, no principals had been dismissed, although one principal retired after being

told he would be demoted to assistant principal. Three others were moved to assistant principal positions and hearings were avoided and their pay was reduced. As of July 23, 1996, HISD administration said that no other principals would be dismissed.

The superintendent said that student scores on the state-mandated Texas Assessment of Academic Skills (TAAS) are used as the criteria for determining adequacy of performance. If this is the case, TAAS results indicate increased average test scores for some schools, while others have not improved or have declined. **Appendix O** contains performance data. The review team estimates that at least 15 percent of principals in 1995-96 should have been dismissed or warned of poor job performance.

Employee groups have questioned the legality of the performance contracts for principals. They said that the performance contract does not fit any of the three options in Texas Education Code Section 21.002 (a). In contrast, Texas Education Agency (TEA) representatives said that principals' evaluations allow performance measurement. However, TEA recommends that term contracts rather than continuing contracts provide a greater level of control.

RECOMMENDATION 73:

Strengthen performance contracting by consistently demoting or terminating poor performers. Continuing to reward poor performance by enhancing retirement benefits or placement in the school of abatement runs contrary to the spirit of performance contracting and diminishes the creditability of the program.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The board adopts a policy directing district administrators to apply performance contracting as it was intended.	February 1997
2. The superintendent carries out the policy adopted by the board.	Beginning February 1997

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district.

Exhibit 4-1

HISD Human Resources Organizational Chart

April 1996

Source: HISD Reorganization, January 1995.

FINDING

HR is organized around functions rather than processes.

Exhibit 4-2 shows the number of HISD employees, the total number of human resource employees, and the ratios of employees to HR staff for HISD and the San Diego Unified School District.

Exhibit 4-2

	Total Employees	Total HR Employees	Ratio
HISD	29,774	203	147-1
San Diego Unified	17,893	67	267-1

Source: San Diego Unified School District Director of Personnel; Houston ISD's deputy superintendent for Human Resources.

As shown, HISD employs one HR position for every 147 employees.

An Arthur Andersen study commissioned by the district in 1995-96 analyzed the total hours required to perform the human resource functions in HISD. Included in this analysis were the people involved, including payroll, human resources, principals and other administrators. The study determined that the equivalent of 292 FTEs were in the area districts, which may mean that as many as 1,000 people are touching the process at some level.

The Arthur Andersen report concluded that the total number of HR employees can and should be reduced, by the extensive use of technology and organizing workers around HR processes rather than functions. Currently, the completion of one process may involve numerous departments. Since there is no overall design for how the departments work together, paperwork is often slow and errors occur.

The organizational chart reflects a low level of technological applications. This results in a labor-intensive organization in which many people perform tasks that can be done quickly with computers. This has precluded adoption of primary or advanced technological applications to track employees, salaries, and fringe benefit costs.

Improvement in HR is hampered by the two-year freeze on reorganizing put in place by the district. During that time, many positions became vacant, and little progress has been made in designing and implementing management information systems. HR administrators said they plan to reorganize and implement a new management information system following completion of this review and the Arthur Andersen study. Best practices in education and industry suggest building the organizational chart around processes rather than functions.

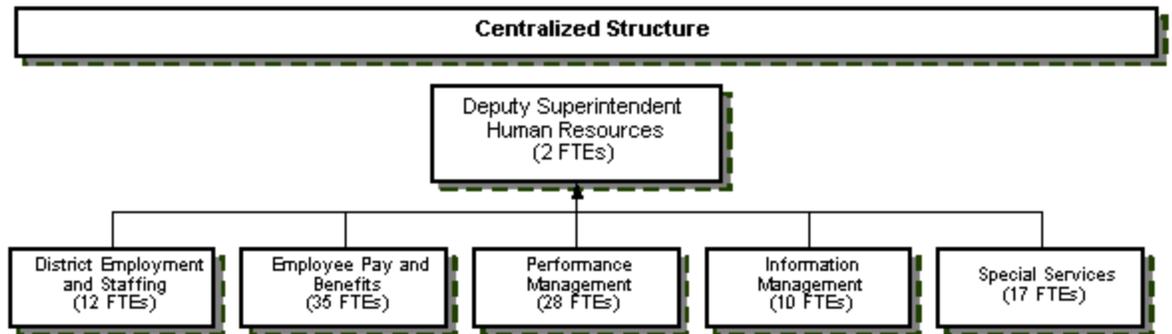
RECOMMENDATION 74:

Reorganize HR around five central processes recommended by the Arthur Andersen study.

The reorganization will result in centralized activities organized around five process-based departments.

Exhibit 4-3

Recommended HR Structure



Source: Arthur Andersen HR Report 1996

IMPLEMENTATION STRATEGIES AND TIMELINES

<p>1. The superintendent, deputy superintendent for HR, and higher level HR administrators adopt the goal of increasing effectiveness by reorganizing around the five processes noted.</p>	<p>March 1997</p>
<p>2. The deputy assistant superintendent for HR completes all process descriptions and flow charts completed by HR division leaders (HR staff, administrators, and external experts).</p>	<p>July 1997</p>

3. The deputy assistant superintendent for HR personnel matches employee skills to processes, provides training, as needed.	August 1997
4. The deputy assistant superintendent for HR organizes employees in process groups and develops job descriptions from process diagrams and process requirements.	August 1997
5. The deputy assistant superintendent for HR selects staff to reorganize divisions.	November 1997
6. The deputy assistant superintendent for HR implements reorganization.	September 1997
7. The deputy superintendent for HR completes reorganization, including reducing FTEs.	August 1998

FISCAL IMPACT

The Arthur Andersen study bases savings on a reduction in time spent and not necessarily on actual staffing reductions. The review team believes some positions may be reduced, but the number and amount of potential savings depend on HISD's method of implementation.

FINDING

The Equal Employment Opportunity Office (EEO) is designed to protect employees from discriminatory labor practices and protect HISD from exposure to the risk of legal action (and financial losses) due to EEO law violations. These laws prohibit employment discrimination based on race, creed, color, sex, religion, marital status, national origin, or physical disability. HISD's EEO office investigates complaints, operates compliance monitoring systems, collects and analyzes data, and conducts "necessary oversight" as specified in Article Five of the HISD School Board Policy Manual. This office also provides training to employees.

The EEO office has three employees: an EEO officer, an investigator, and a secretary. Staff has fallen behind in handling a growing caseload. Annual complaints increased by 114 from 1992-1993 to 1994-95. During that period, the office processed 267 cases. Determinations were made in 82 of the 267 cases, leaving a backlog of more than 180 cases, with many still not investigated.

A determination did not, in all instances, relieve the EEO office's responsibility for the case. Twenty-two confirmed discrimination cases required monitoring to ensure that remedial action had been taken.

Another 22 employees removed their complaints from the HISD system and took them to the federal Equal Employment Opportunity Commission (EEOC) for further action against the district. Although only about one in 10 of these cases result in findings against the district, the district's EEO office must respond in these cases. There are significant legal costs in having any case filed.

During this same three-year period, 87 HISD employees filed discrimination charges directly with the EEOC. Forty are awaiting final action, and eight complainants have been granted the right to sue HISD. This is not a finding of guilt on the part of HISD, rather it is a finding that the EEOC is unable to conclude that the information establishes violations of the statutes and defers to the courts should the employee elect to take the case further. In 1995, an employee won a \$1.2 million judgment against the district. This case, which is under appeal, indicates the magnitude of the district's risk.

Some EEOC training includes new employee orientation, employment discrimination, sexual harassment for teachers and principals and updates for upper level administrators and staff on the Americans with Disabilities Act.

Complaint investigations have left the staff little time to conduct preventive EEO training or monitor implementation of EEO laws or EEO decisions made by the district leadership or the EEOC. This training and monitoring lacks focus and is not consistently offered to all administrative or professional employees. Training and monitoring are the only way for the EEOC Department to curb the growing number of complaints.

RECOMMENDATION 75:

Reorganize the EEO office staff, rewrite EEO procedures and provide additional EEO training to administrators and staff.

Hire an EEO case manager for 10 months and hire one full-time EEO case manager. Train all employees so they know their rights, and train administrators to reduce the number of EEO complaints and ensure rapid resolution of cases.

IMPLEMENTATION STRATEGIES AND TIMELINES

<p>1. The deputy superintendent and EEO administrators establish and publish a schedule for processing cases, including compliance reviews, to determine if relief granted was implemented. Periodically inform employees of complaint status.</p>	<p>Immediately</p>
<p>2. The EEO administrator should hire contractor investigator(s) to</p>	<p>Immediately</p>

help clear backlog of EEO complaints. (This would require an estimated one staff-year of additional investigative effort.)	
3. The EEO administrator hires a contractor to provide EEO training for key supervisors, and prepare in-house trainers to conduct EEO classes. Course content should include EEO laws, their application on the job, complaint procedures, and risks when complaints are not handled effectively.	Immediately
4. The EEO administrator hires one full-time EEO manager.	October 1996
5. The deputy superintendent for HR, in coordination with the comptroller and staff attorney, make HISD's superintendent aware of the cost of processing complaints through legal channels and alternatives.	October 1996
6. HISD's superintendent prepares a statement of commitment to the letter and spirit of EEO laws and notifies hiring officials and supervisors that they will be evaluated on compliance with those laws.	October 1996

FISCAL IMPACT

Hiring one full-time EEO case manager will cost \$35,000 annually for salary and benefits. Extending a one-year contract for an investigator (\$35,000) and an EEO trainer (\$40,000) will have a one-time cost of \$75,000.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Reorganize EEO Office	[\$110,000]	[\$35,000]	[\$35,000]	[\$35,000]	[\$35,000]

FINDING

The different types of employment relationships among the 29,774 full and part-time employees have resulted in different treatment of employees in the grievance and termination processes. This condition breeds a feeling that, while all employees are equal, some employees may be more equal. This feeling does not promote constructive morale.

Administrative procedures (Section 594.000) detail the informal and formal steps that an employee may pursue to remedy a problem. The basic steps include:

Informal Procedure	
	1. Employee discusses problem with his or her immediate superior. If this procedure fails to satisfy the employee, he or she may ...
	2. Discuss the problem with the next line officer. If this procedure fails to satisfy the employee, he or she may ...
Formal Procedure	
	1. Send a written grievance to his or her principal or work location supervisor and participate in a discussion of the problem. If this procedure fails to satisfy the employee, he or she may ...
	2. Transmit the grievance to the area or department assistant superintendent and participate in a discussion of the problem. If this procedure fails to satisfy the employee, he or she may ...
	3. Transmit the grievance to the line deputy superintendent or superintendent of schools' direct report and participate in a discussion of the problem. If this procedure fails to satisfy the employee, he or she may ...
	4. Send a written request for a hearing before the board, including a transcript of the hearing held at Step 3, to the president of the board, and participate in a discussion of the problem. If this procedure fails to satisfy the employee, he or she may ...
	5. Take additional action provided by State Board of Education policy or as may be provided within federal or state statutes.

This evidentiary hearing process is extremely costly in time and money. Teacher organization representatives and HISD administrative personnel expressed discontent with the current practice.

RECOMMENDATION 76:

Establish a uniform grievance review procedure that consists of three basic steps and includes non-binding arbitration.

The three recommended steps would be:

1. Submit a written grievance to the immediate superior for resolution. If not resolved at Step 1, the employee may ...
2. Transmit a grievance to the area or department assistant superintendent for resolution. If not resolved at Step 2, the employee may ...
3. Request the services of an arbitrator to review the grievance and render a non-binding finding for consideration by the superintendent. The superintendent's finding shall be final unless the employee wishes to pursue legal action against HISD.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Superintendent directs the school attorney to draft board policy and administrative procedures to reflect a three-step grievance procedure.	January 1997
2. The superintendent meets with representatives of various employee groups to obtain input and endorsement of a three-step grievance procedure.	February 1997
3. Employee group provides input for a three-step grievance procedure.	March 1997
4. The superintendent submits the recommendation to the board.	April 1997
5. The board authorizes the superintendent to implement revised board policy regarding employee grievance procedures.	April 1997
6. The superintendent implements a three-step employee grievance procedure, including comprehensive staff development and training.	May 1997

FISCAL IMPACT

This recommendation can be implemented at no additional cost. The exact savings that this new uniform grievance review procedure will generate is indeterminate at this time.

Chapter 4:

B. RECRUITMENT, EMPLOYMENT, AND RETIREMENT OF PERSONNEL

A major function of HR in HISD is the recruitment, employment, and placement of personnel.

CURRENT SITUATION

Five departments within the staffing and recruitment division of HR are responsible for recruiting, hiring, and certifying staff. Fifty-four positions exist to handle these functions, including eight recruiters in the substitute office.

All hiring is conducted internally. Staffing and recruitment division personnel receive requests from schools and other departments for hiring, advertising, screening, and personnel records. School principals have the authority to select candidates for hiring, and the appropriate paperwork is signed by HR administrators and the superintendent before presentation to the board.

HISD classifies four categories of teaching positions as critical shortages. Those areas—bilingual, special education, science and math—are areas hard to fill in many districts. Nationally, speech therapists are the hardest positions to fill.

As shown in **Exhibit 4-4**, HISD had filled 3,903 of its 4,147 budgeted positions in these critical categories with certified teachers as of September 10, 1996. In addition, HISD partially addressed the 243.6 hard to fill vacancies in these categories by hiring critical shortage substitutes. Critical shortage substitutes are degreed employees who do not receive permanent contracts from HISD because they are still working on meeting state certification requirements. Yet the district considers these positions filled by qualified individuals for the school year. Unfortunately, more than 100 priority vacancies remain.

Exhibit 4-4

Critical Shortage Vacancies

As of September 10, 1996

Total Number of Districtwide Positions	Total Position Vacancies	Number of Critical Shortage Substitutes	Number of Priority Vacancies Remaining	
Bilingual	1,608	89.5	60	29.5
Special Education	1,366	107.1	38	69.1
Science	538	7	5	2
Math	635	40	32	8
Totals	4,147	243.6	135	108.6

Source: HISD's Human Resources Department

Faced with booming enrollment in Limited English Proficient (LEP) students, HISD stepped up efforts to recruit foreign-educated bilingual/ESL teachers in 1991-92. The district's Alternative Certification Program (ACP) quickly tripled its teacher output, largely with teachers from foreign countries. However, the recruiting gains occurred with what the district later called "little or no adjustment for quality control." ACP staff failed to check the claimed credentials of some foreign-trained bilingual teachers and did not follow through to ensure the hired teachers were earning state teaching certificates. In addition, a local news report suggested cheating had occurred on language and basic skills tests required for entrance into the certification program.

In 1994, the district commissioned an outside study, which led to the termination of two employees and the hiring of a new director entrusted with restructuring the program. The TEA monitored the certification program through 1994-95 and in June 1995, the State Board of Education gave the restructured program a clean bill of health.

FINDING

The district actively seeks to fill all critical positions. In the area of bilingual instruction, for instance, the district maintains a 93-percent fill rate. Efforts that help the district keep up with bilingual demands include:

- Stipends of \$3,000 annually for each teacher teaching a bilingual class.
- Annual trips to Puerto Rico and semi-annual trips to the Lower Rio Grande Valley to recruit bilingual teachers.

- Recruitment of bilingual teachers from the Region IV Alternative Certification Program and the Region IV Guadalajara Initiative.
- Encouragement of surplus bilingual interns from the Region XIII Alternative Certification Program to work for HISD.
- Recruitment at all Texas colleges and universities with a bilingual program.
- A district-grown Alternative Certification Program and Teacher Aide Early Entry Program designed to develop bilingual teachers.
- Encouragement of the Teach for America Program to seek bilingual applicants for HISD.
- Participation with the University of Houston Teacher for Tomorrow Program - a program designed to encourage bilingual students to seek teaching careers.
- A tuition reimbursement program, covering state tuition and up to \$45 per course for textbooks and other expenses, for HISD teacher aides and paraprofessionals who seek bilingual teacher certification.

COMMENDATION

HISD aggressively seeks to fill critical vacancies in the bilingual category.

FINDING

HISD operates an alternative teacher certification program to fill the pressing need for teachers in the district. This program supplies 150 teacher interns each year, with 50 additional interns secured each year from Teach for America. Teach for America is a non-profit organization that brings in recruits from colleges and universities. Each recruit has a bachelor's degree, but not necessarily any education courses; they are committed to teaching for two years in an urban or rural public school.

Each summer the Teach for America recruits are prepared for the classroom by participating in a pre-service training institute. This summer program doubles as an enrichment program for K-8 students while simultaneously providing recruits with hands-on experience in the classroom. The program, held during June and July at nine locations in the Houston area, gives 2,500 students a head start on the upcoming school year. Recruits work in teams under the guidance of experience HISD teachers.

Following this summer session, recruits travel to their assigned area district for induction. During this induction, recruits are oriented to the

schools and communities where they will be teaching. The 1995 induction program featured presentations by representatives from Houstonians for Education, the Fifth Ward Enrichment Program, and Texas Children's Hospital and a bus tour sponsored by the Junior League of Houston. Enron Corporation underwrote the cost of meals, Tenneco Gas sponsored a Welcome Luncheon, and numerous other community volunteers gave their time and energy.

HISD reports that these Teach for America recruits go beyond the call of duty by being involved in school-based extracurricular activities, community-based activities and/or school wide improvement projects.

COMMENDATION

HISD is commended for using Teach for America to recruit individuals to fill critical teacher vacancies.

FINDING

HISD has avoided the tendency of many school districts to rely solely on local universities to fill teacher positions. As shown in **Exhibit 4-5**, HR has cast a wide net to secure teachers from many states. HR recruits teachers from 31 universities in Texas and other states in the U.S. and Puerto Rico. From December 1995 to May 1996, HISD hired 798 teachers, 640 (80 percent) had graduated from Texas colleges and universities and 158 (20 percent) from out-of-state colleges and universities and Puerto Rico. Approximately 100 vacancies exist each month during the fall and spring (Recruitment Report, HR, April 1996).

Exhibit 4-5

HISD Recruiting Sites and Results

Proposed for 1996	University/Fair/Venue	Recruiting Trips				
		1995	# Contact	# Applicants	# Interviews	# Hires
	A & M Kingsville	2/6/95	13	20	2	3
	A & M Corpus	4/13/95				3
12/11/95	A & M College Station	3/20/95	45	20	6	28
2/9/96						
5/6-7/95						
4/18/96	UTPA Edinburg	4/6/95	18			9

4/19/96	UT Brownsville	4/6/95				
	UT San Antonio	4/6/95	6	5	2	1
4/10/96	Prairie View A&M	4/12/95	35	14	4	45
4/30/96	University of Texas at Austin	5/3/95	13			58
	Trinity (San Antonio)	3/1/95				4
	Lamar University (Beaumont)	4/27/95		5	5	12
10/20/95	University of Houston-Central	5/8/95				220
12/12/95						
2/16/96						
5/6/96						
11/30/95	University of Houston-Clear Lake	5/2/95	12	4	4	3
4/26/96	Texas Southern University	4/13/95	49			113
2/21/95	Rice University	2/15/95		12	10	20
10/18/95	Sam Houston University	3/23/95				
11/1/95	Huntsville					
3/6/96	Sam Houston University	3/30/95				37
3/13/96	Huntsville					
2/4/95	Stephen F. Austin University	2/24/95				19
3/25/96						
3/27/96	Louisiana State University	3/28/95		1	1	9
3/29/96	Tulane - New Orleans	3/31/95				38
	Southern University - NO					
4/22-4/26/96	Ohio Colleges	4/24-28/95	50	6	6	14
5/1-19/96(7)	Indiana Colleges	5/4/95	105	25	25	23
4/20/96	New York Minority Expo	4/29/95	57			30
2/26-3/29/96	Puerto Rico	3/5/95	24	34	28	17
6/3-4/96	Region IV Job Fair I	6/5/95	12	105	38	33
4/9-11/96	Region IV ACP Job Fair II		25			
4/9/96	TWU (Denton)					5
4/10/96	North Texas University. (Denton)					12
4/11/96	TSHA (Dallas)					
4/17-19/96	MERC (Boston, master of arts)					10
4/15-19/96	Mississippi Colleges					11
	Alabama Colleges					6
5/1/96	SWT at San Marcos					15

Source: HR Document, 1996.

Using these creative recruitment efforts, HISD has a 99.1 percent fill rate for posted teacher vacancies.

COMMENDATION

Seeking high-quality teacher candidates is requisite to developing and maintaining a highly successful school district. Recruiting teachers from 31 universities in the United States and Puerto Rico is a commendable attempt to hire highly qualified teachers.

FINDING

Management of the substitute teacher office was improved in 1995-96 by adding a computerized substitute teacher identification and tracking system. This action is primarily responsible for increasing the percentage of substitute teacher openings filled from 85 to 97 percent.

COMMENDATION

Implementing the computerized substitute teacher identification and tracking system is commendable. It has helped overcome management problems in this area, and has resulted in some cost savings.

FINDING

HISD began a retirement incentive program for employees in 1992-93 to reduce costs and administrative overhead. Retirement incentive programs are effective ways to provide employees with service recognition and rewards, while resulting in financial savings to the organization. HISD's retirement incentive program is available to employees under teacher or administrator contracts who meet certain requirements of the Teacher Retirement System of Texas.

HISD's program offered teachers up to \$12,000 and administrators up to \$15,000 for their accumulated personal leave and guaranteed placement on the preferred substitute teacher list. Other staff also are allowed to participate.

Based on a review of board meeting agenda and HR documents on the early retirement program provided by HISD, the district saved \$3,146,349

through the early retirement program from September 1993 to September 1995.

COMMENDATION

HISD saved \$3,768,641 by implementing an early retirement incentive program. This practice is commendable and is good for employees participating in the program.

FINDING

HISD hires about 1,000 teachers per year. This number is not unusual for a large district, but finding and recruiting 1,000 highly qualified teachers is a difficult job. To hire only highly qualified teachers, recruitment has occurred at 31 universities. Some central office administrators and principals said they were concerned that more highly qualified teachers were needed to fill the many positions in HISD.

Highly successful school districts recruit widely to help ensure that the best teachers available are hired. Some districts accomplish this task at a small financial cost to the district by using administrators during school-related travel to other states.

RECOMMENDATION 77:

Increase the number of recruitment sites to increase the quality of candidates by enlisting the assistance of administrators when they travel out of state.

Expanding the recruitment net is one way to identify highly qualified teacher and administrator candidates. One low cost or no cost way to increase the size of the net is to have administrators, when conducting professional travel for HISD, spend one-half day recruiting and interviewing teacher candidates on campuses in the travel area.

In a large district such as HISD, continuous recruiting is crucial to securing an adequate number of teachers.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Deputy superintendent for HR selects administrators who typically travel each year and trains them as recruiters, including basic interview techniques and how to sell HISD.

January 1997

2. Travel manager schedules travel each year in September.	Annual
3. HR notifies the campus recruitment office that an HISD representative will conduct interviews. Literature stating the employment and cultural opportunities in HISD are also sent for review by teacher candidates.	Annual
4. Administrators recruit and interview.	Annual
5. All interview and assessment results and contact information is sent to HR.	Annual
6. Personnel action is taken, as needed and appropriate.	Annual

FISCAL IMPACT

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Increase number of recruitment sites	[\$2,000]	[\$2,000]	[\$2,000]	[\$2,000]	[\$2,000]

Cost of extending a trip by two to four hours averages \$20. The savings is based on a total of 200 trips per year as stated by the HR administrators. The potential outcome is hiring the most highly qualified candidates available.

FINDING

Procedures for hiring, promoting, transferring, and assigning duties are inadequate and undocumented. Although many HR procedures such as hiring have been diagrammed, there is no comprehensive HR procedures manual. A review of legal documents, EEO investigations, interviews, and other sources suggest that administrators take personnel actions that may expose HISD to legal action, financial penalties, and losses of employee goodwill. Review of HR documents since 1991 and interviews with administrators and staff revealed that employees made the following legal allegations:

- Failing to refer qualified job applicants to hiring officials;
- Hiring officials approving their own decisions by sitting on screening panels, then acting on the panel's recommendations;
- Passing over qualified candidates to select job applicants lacking advertised qualifications;
- Failing to assign duties consistent with management decisions and legal determinations;
- Retaliating against whistle blowers;

- Transferring individuals and groups of individuals against their wishes without explanation or justification; and
- Using the names of high-ranking administrators to support job applicants.

While many of these allegations were later proved to be unfounded, the time and resources invested in handling these complaints was significant.

A Peer Examination, Education and Redesign Program (PEER) committee review presented to the superintendent in June 1996 states incidents occur in which HISD personnel address unnecessary disputes. The PEER committee members state they believe that a better understanding of the basic rights and responsibilities of all employees could prevent many of these problems. The committee recommended that the district develop a clear statement of values, expectations and rights and that this information be communicated to all employees.

According to administrators, many employee relations functions are handled in each of the nine areas under Human Resources. However, no single group is responsible for assisting employees and administrative personnel to handle potentially contentious personnel issues.

RECOMMENDATION 78:

Establish an employee relations committee within the HR office to help supervisors and employees deal effectively with potentially contentious personnel actions and develop a comprehensive policy and procedure manual.

This office should bring together all units that deal with personnel issues and establish a districtwide policies and procedure manual that will guide a decentralized organization with the day-to-day personnel issues of the district.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent directs board attorneys, administrators, and EEO personnel to establish an employee relations committee with the specific charge of developing a system for handling contentious personnel issues and developing an ongoing personnel policy and procedures manual.	December 1996
2. Deputy superintendent for HR oversees the work of the committee and regularly reports to the board on progress.	January 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The management of the substitute teacher office has improved over the past 18 months, but additional efforts are necessary to improve efficiency, effectiveness, and student, teacher, and administrator satisfaction. An adequate number of effective substitute teachers is lacking.

In recent months, the HR office has filled 97 percent of HISD substitute teacher needs. However, members of community focus groups, school principals, and other administrators expressed dissatisfaction with the quality of substitute teaching. Classroom observations by the review team substantiated the generally poor quality of substitute instruction. Most teachers had no lesson plans to guide their instruction; some had difficulty controlling students. They did not use best practices in teaching techniques, and the content of instruction did not challenge the students. Substitutes tended to give low-quality examinations; they simply gave students worksheets to complete and showed popular movies. In one instance, a substitute was showing a commercial entertainment movie on the development of the atomic bomb to a chemistry class. When asked how the movie related to chemistry, the substitute said the regular teacher would connect the movie to the effects of radiation on the human body.

The underlying problem of substitutes and teacher absenteeism has not been adequately addressed. A review of HR documents indicated that HISD's daily teacher absenteeism rate was 4 to 5 percent above other large city school districts. This percentage costs HISD approximately \$14 million annually. Although the district initiated a \$6.9 million program partly aimed at reducing teacher absenteeism, school participation is optional. HISD has not determined reasons for the high rate of teacher absence. Successful programs to improve attendance depend on first identifying the causes of low attendance rates.

RECOMMENDATION 79:

Identify reasons for high absence rate among teachers and develop incentives to improve attendance.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent directs the assistant superintendent for education and deputy superintendent for HR to collect and analyze at least three years of data on teacher
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November 1996

absences to determine the reason for and pattern of absences. Concurrently, conduct in-depth interviews with a random sample of absentees to support the analysis. The product should be a profile of the absentee teacher and a profile of a school that has excessive absences.	
2. The superintendent directs the assistant superintendent for education and deputy superintendent for HR to use the absentee analysis to develop incentive programs to encourage teacher attendance. In addition to positive incentives, HISD should identify teachers who evidence a pattern of absences and take disciplinary action where justified.	January 1997
3. The superintendent directs the assistant superintendent for education and deputy superintendent for HR to test the absentee reduction incentive programs.	March 1997- June 1998
4. Administrators in charge of hiring apply the absentee profile to the teacher recruitment and selection process.	May 1997
5. HR and Research and Evaluation conduct a cost-benefit analysis of the absentee reduction program.	June 1988
6. The superintendent directs the administration to implement the teacher absentee reduction incentive program.	August 1998

FISCAL IMPACT

This recommendation can be accomplished without additional resources.

The payoff for an absentee reduction program cannot be calculated until the reason for absenteeism has been identified, an effective attendance incentive developed, and a program cost-benefit analysis conducted.

FINDING

Teacher absences occur unevenly among the district schools. Teacher absences negatively affect instruction continuity for students. The lack of continuity affects student achievement. HISD's average daily absence rate for teachers is 4.2 percent. Average daily absences of teachers in the district by building range from 0.26 percent to 13.04 percent. The average teacher daily absence varies by academic level. **Exhibit 4-6** shows the percentage of daily absences by elementary, middle school and high school. Teachers in the high schools are absent most frequently with an

average daily absence of six days per year, followed by middle schools with four days per year and elementary schools with two days per year.

Exhibit 4-6

Average Daily Absence Rate For HISD Teachers

	Average Daily Absence	No. Schools Above District Average	% Schools Above District Average
Elementary Schools	2.2	10	6
Middle Schools	4.4	17	47
High Schools	5.9	14	67
District Totals	4.2	41	17

Source: Summary of Location Ranking by Percent Absent for District (08/26/95 - 5/09/96), Substitute Employee Management System Document.

Some schools within the district have a high rate of daily absences. **Exhibit 4-7** shows that 67 percent of the high schools exceed the district's average teacher absentee rate. Four of the high schools had an average daily attendance rate of at least double the district average. In addition, of the 12 middle schools considered low performing by the TEA 1995 accountability rating standards, eight exceed the district average daily absence.

Equally critical as the absence of teachers is the necessity for a high quality substitute to be placed in the teacher's classroom. Nearly all students in the classrooms in which substitutes were present either were unengaged or working on low-level worksheets or watching noninstructionally related videotapes. Substitutes provided only adult supervision in most cases.

Absenteeism is not the only reason HISD uses substitutes. In some cases, substitutes are used to fill vacancies. Long-term substitutes are typically able to provide more engaged instruction, but inadequately trained substitutes can have long-term effects on student performance.

RECOMMENDATION 80:

Expand the substitute teacher pool and improve the quality of substitutes. IMPLEMENTATION STRATEGIES AND TIMELINES

1. Conduct focus groups and review available evaluations	November 1996
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to identify the profile of a successful substitute teacher.	
2. Expand the substitute pool by identifying potential substitutes in school neighborhoods; coordinate with local businesses that have trainers capable of serving as substitutes. Use school partners, the Chamber of Commerce, and other business organizations to identify nontraditional substitutes.	January 1997
3. Apply the successful substitute profile to the substitute selection process.	March 1997
4. Institute a formal, brief evaluation of substitute performance. Use evaluations to screen out unsatisfactory substitute teachers. Upgrade selection criteria for substitute teachers.	August 1997

FISCAL IMPACT

No fiscal impact is associated with this recommendation.

Chapter 4:

C. SALARY SCHEDULES AND EMPLOYEE BENEFITS

Salary and fringe benefits directly affect the quality, stability, and morale of staff. When all three of these elements are high, the ability of the district staff to meet educational goals is increased.

Obtaining highly qualified employees is related to the competitiveness of the district's salary schedule. Entry level salaries and those at the top of the salary schedule are the focus of applicants seeking teaching positions. Medical and dental benefits also attract or deter potential employee candidates' choice of employers. To reduce the departure of trained teachers for higher salaries in other districts, salaries and benefits must compare favorably with other districts, especially with those nearby.

CURRENT SITUATION

In 1995-1996, HISD beginning salaries for teachers with a bachelor of arts degree was \$25,500, \$26,500 for a beginning teachers with a masters of arts degree, and \$27,500 for a beginning teacher with a doctoral degree. The top salary for a teacher with a bachelor's degree is \$40,157, \$42,461 for a teacher with a master's degree, and \$44,765 for a teacher with a doctoral degree.

FINDING

For the bachelor of arts degree minimum salaries, during any one year, no more than nine of 26 school districts had higher salaries. In 1995-96, only three of the 26 districts offered higher salaries. At the bachelor of arts maximum salary level, HISD has placed as low as 13 out of 26 districts. In 1995-96, eight school districts had higher salaries. At the masters of arts minimum level, HISD has placed no lower than 18 (eight districts above) and for the most recent school year, only one district offers a higher salary. At the masters of arts maximum level, HISD placed as low as 14 (12 districts offered higher salaries) and for the most recent year, nine districts offer higher salaries. At the doctorate minimum level since 1992-93, HISD has placed no lower than number 21 (five districts offering a

higher salary) and only three districts were offering higher salaries for 1995-96. At the maximum salary level, HISD has placed as high as number 20 of 22 districts reporting in 1992-93 (only two districts reported higher salaries) and for 1995-96, seven districts had reported higher salaries.

HISD consistently has maintained salary levels in the top half of the state's school districts (Austin, Corpus Christi, Dallas, El Paso, Fort Worth, Houston, Northside - San Antonio, and San Antonio). With the exception of the master of arts maximum level in 1994-95 (six districts reported higher levels), only one or two districts offered higher salaries at the minimum and maximum levels. In 1995-96, HISD offered the highest salaries at the bachelor of arts and doctorate minimum levels and at the bachelor of arts maximum and master of arts minimum levels, only one district offered higher salaries. At the master of arts maximum level, three districts offered higher salaries and at the doctorate maximum level, two districts offered higher salaries. For 1994-95, the Texas State Teachers Association (TSTA) analysis of state salaries ranks HISD as 42 out of 1,045 school districts submitting data. Only 41 districts statewide had higher average salaries than HISD. HISD's average teacher salary during that year was \$31,708.

Salary schedule comparisons for 1995-96 with other large out-of-state school districts (Atlanta, Boston, Broward County Florida, Chicago, Dade County Florida, Los Angeles, Montgomery County Maryland, New York, Philadelphia, San Diego, and San Francisco) suggests that HISD teacher salaries are the lowest for the bachelor of arts minimum, master of arts minimum, and doctorate minimum and maximum levels. For the bachelor of arts maximum, three other school districts pay less (eight pay more) and for the master of arts maximum salary level, two districts pay less (nine pay more).

HISD teacher and staff profile for 1994-95 reveals that 64.5 percent of teachers fall within the bachelor of arts minimum or maximum salary ranges and 33.9 percent fall within the master of arts minimum and maximum ranges.

Approximately 25 percent of teachers range from no experience to three years; 25 percent, from four to 10 years of experience, and 50 percent have over 10 years. The average experience with the district is reported to be approximately 10 years. While these figures are reported for 1994-95, it is assumed that any changes within a range of plus or minus three years would be insignificant. Consequently, it is assumed that these figures represent a relatively stable profile of HISD.

Information from the 1995-96 TSTA research bulletin on salary and health insurance reveals that for health insurance benefits with HISD, the employee must pay \$650 before the insurance policy begins to pay all the costs. HISD pays \$173.32 per month per employee toward the cost of each employee's premium; there is no monthly cost to the employee. To include spousal benefits, the employee must pay \$75.42 per month and for total family coverage, the employee pays \$199.90 per month. Since there is much variability within different districts or deductibles, monthly employee costs and family coverage costs, comparisons are difficult. For instance, in Alief School District, there is no deductible before the insurance policy begins to pay all benefits (HISD maintains a \$650.00 deductible); however, to maintain family coverage in Alief, the employee must pay \$338.62 per month (HISD cost for family coverage is \$199.90 per month).

Research indicates that teachers with five or more years experience in a school district are less likely to transfer to another school district for salary gain because districts generally offer only five to seven years credit for experience on their salary schedules. Research indicates that salary is a major factor in new teachers' decision to choose school districts for employment.

Salary and health insurance benefits available to HISD staff are competitive with other districts in Harris County. Moreover, the fact that approximately 75 percent of the staff at HISD have from four years experience upward indicates there is not an exodus of experienced teachers to other school districts. Indeed, 50 percent of teachers have over 10 years experience. Officials in adjacent Alief and Fort Bend Independent School Districts report that they lose teachers to HISD due to superior salaries and fringe benefits. The percentage of experienced teaching staff within HISD indicates that salary and benefits available to staff are sufficient to maintain stability. Compared to the other school districts in Texas, HISD is competitive to very competitive on salaries and benefits.

Compared to the largest eight Texas school districts, HISD is also very competitive. Salaries for beginning teachers (one to three years experience) are competitive but not substantially higher than surrounding districts.

COMMENDATION

HISD is commended for maintaining a competitive teacher salary position with other Texas school districts.

Compared to the other eight large Texas school districts, HISD enjoys a very competitive minimum and maximum salaries for the Bachelor of Arts, Master of Arts, and doctorate levels.

FINDING

For 1995/1996, the district allocated \$6.9 million to a Teacher Incentive Program. Core criteria were established by the central office, with implementation plans designed by the teachers at each campus. Core criteria were student growth, attendance, service and professional development. Eighty-three percent of teachers received additional compensation, with the majority receiving \$500 - \$1,000. There has been a positive response to this program by both teachers and principals. Therefore, \$8.5 million has been allocated to a similar program for 1996/1997, and the program will be expanded to include all campus-based employees.

COMMENDATION

The HISD incentive pay program is commended.

Teachers in the United States and many foreign countries pay teachers on the basis of years of experience and education level. HISD's attempt to pay teachers for performance and years of experience and education level is a commendable attempt to improve teacher's performance and pay.

Chapter 4:

D. JOB DESCRIPTIONS

Job descriptions provide each employee with clear direction on how each position functions in the organization and fits into the district's mission. This direction is essential to accomplish the organization's mission. Job descriptions clearly should delineate job titles, qualifications, reporting relationships and job functions, duties and responsibilities.

Each employee should possess a current job description. Job descriptions are essential components of the performance evaluation process and play an important role in disciplinary actions, such as demotion and dismissal. Job descriptions serve an equally important role when considering whether a disabled applicant or employee can perform essential job functions and to what extent "reasonable accommodation" is a possibility.

CURRENT SITUATION

The review team requested all HISD job descriptions from HISD administrators and analyzed all job descriptions given to them: principals, superintendent, executive deputy superintendent of School Operations, deputy superintendent of Financial Management, deputy superintendent for Personnel Management and Development, Facilities and Operations Manager, deputy superintendent for District Planning, Accountability and Technology, Chief of Staff and assistant superintendents for Staffing and Recruiting, Budgeting and Financial planning, multilingual and accelerated instruction, student services, assistant principal, and director of Educational Programs. The district has begun to analyze some job duties and requirements.

In February 1995, HISD contracted with the Wyatt Corporation to review/classify approximately 420 jobs affecting approximately 9,300 employees. In addition, the Wyatt Corporation established an ongoing classification system and will be updating all job descriptions. This effort started with the completion of Job Analysis Questionnaires (JAQs) by each affected employee, a review by their chain of command, and in some cases, desk-side audits. In November 1995, the board approved a placement and title matrix classifying the majority of the 9,300 employees. A subsequent appeal process was established and those appeals are under review by the Wyatt Corporation. This has been a major effort designed to

re-establish classifications based upon required skills and the value of those skills in the marketplace.

FINDING

Job descriptions do not exist for all job positions. All job descriptions are dated 1992 or older. They contain no statements of responsibility for curriculum, chain-of-command, and job description formats vary widely. All job descriptions contained the basic elements of position title, pay grade (with the exception of district superintendent), length of work year and reporting relationships. All descriptions contained sections on "Position Summary" and "Illustrative Duties," as well as a section on "Position Requirements." In some cases (principal, deputy superintendent for personnel management and development and assistant principal), the pay grade was stated in a salary range of specific dollar amounts. In the majority of descriptions, however, the pay grade code was stated (for example, 50, 49, 40). Job descriptions for principal and assistant principal contained information normally found in job announcements, such as "how to apply and to whom" as well as "equal opportunity" information. The chief of staff job description was the only description to contain a section titled "Working Conditions." Under "position requirements," some job descriptions (principal, district superintendent, executive deputy superintendent school operations, deputy superintendent for personnel management and development, and assistant principal) contained information under "Other Requirements" related to vision, ability to travel, orthopedic mobility, and possession of a "valid Texas drivers license." No other job descriptions contained this information. No job descriptions contained an issue or revision date.

RECOMMENDATION 81:

Update job descriptions to fit current job requirements and standardize the format.

When entering into a demotion, dismissal, or other disciplinary measure related to job performance, an employee's job description is a critical element. Any such disciplinary action requires an expenditure of funds, and if the district is not successful in its efforts, this expenditure is wasted. Furthermore, the Americans with Disabilities Act readily focuses on job descriptions. Discrimination complaints from job applicants or employees sustaining injuries or illnesses that are performance-limiting can result in costly judgments against HISD.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The deputy superintendent for HR appoints a committee to review all district job descriptions and the recommendations provided in this review.	November 1996
2. HR administrators review and consider available software packages particularly related to job performance and the requirements of the Americans with Disability Act.	January 1997
3. The deputy superintendent for HR adopts one format for all job descriptions to include job requirements, location of position in overall chain-of-command, relationship to curriculum or customer service, qualifications, pay grade, special features and requirements, (for example, vision, physical dexterity, and physical mobility) curriculum responsibilities and revision dates.	February 1997
4. The deputy superintendent for HR announces that job descriptions and job announcements serve different purposes and are not interchangeable.	February 1997
5. HR administrators and staff and an external consultant, possibly a representative from the Texas School Boards Association, determine duties, special features, and requirements of all job positions.	May 1997
6. Board adopts all job descriptions.	August 1997
7. All administrators and staff implement job descriptions.	September 1997

The following fiscal impact is based on the reviewers' experience with software packages, software developers and consultants.

FISCAL IMPACT

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Update job descriptions	[\$20,000]	\$0	\$0	\$0	\$0

Chapter 4:

E. PERSONNEL RECORDS

Personnel records are an important part of an organization. Accurate records are needed to ensure proper pay, benefits, and training and to provide accurate and speedy data for administrative uses.

CURRENT SITUATION

Personnel record keeping is inefficient, inadequate, and ineffective. A staff of 12 full-time employees at a cost of \$330,000 is employed to perform this function. Some records are maintained on outdated electronic systems or kept as paper files only. Access to these files is difficult.

FINDING

Personnel tracking and record keeping procedures are antiquated and hinder organizational effectiveness. Effective and efficient personnel offices depend on up-to-date automation and properly trained employees. To assess the effectiveness and efficiency of HISD's personnel tracking and record keeping system, the review team interviewed HR employees and reviewed systems and databases.

Interviews with HR employees suggest that very little in the HR department is computerized. Operations that are computerized are out of date, inefficient, and ineffective. New programs must be written each time a new report format or content is needed from automated databases. The district is unable to quickly and accurately produce printouts of employees by job site, years of experience, salary schedule, placement, etc. over years and cross-indexed with other variables commonly used in personnel offices.

Information on performance evaluation ratings for teachers and administrators was not available to the review team in useful formats. Employees said that it was impossible with the systems in place or that the data had not been recorded.

A seven-page NCR form called a "ticket" is completed for each personnel job action. As many as 100 codes must be checked manually before the

action is recorded. The tickets are distributed to seven offices. Retrieval of these documents for payroll, assignment, verification, and reviews is time consuming, labor intensive, and sometimes cannot be done. This was corroborated by HR personnel in attempting to pull together reports for the review team. The review team examined personnel files and a sample of recent tickets and estimate that as many as 60 percent of the tickets for database entry contain errors. Sources of the errors are nearly impossible to detect due to the large number of people handling them.

Eight full-time clerks manage the ticket files, responding to third party requests, updating records, photocopying, checking and completing files. This number could be reduced to two when an up-to-date computerized system is in place.

The accuracy of personnel records can be measured by comparing personnel lists maintained by the schools with those maintained by the central office. To assess the match between these, the review team compared pay-by-location reports maintained by HR with personnel lists maintained by 13 schools. Nine of the 13 school lists were actually generated by HR. This comparison did not include employees who were found on the school lists but who were hired after the HR list was created on February 29, 1996, nor did it include those classified as lecturer, adult cashier, student cashier, teacher aide or those who did not earn an income.

The review team found that 24 of the names on the school lists did not appear on the HR list and 45 names on the HR list did not appear on the school lists. If the 13 schools selected for comparison represent all schools in HISD, 480 names on the school lists would not appear on the district lists and 900 names on the HR lists would not appear on the school lists for a total of 1,380 mismatches. Because HISD employs approximately 29,774 people, this is a 5.1 percent error rate. This rate is approximately 10 times the 0.5 percent industry standard error rate. Many of these mismatches occurred between school lists generated by HR and the pay location list generated by HR.

RECOMMENDATION 82:

Develop specifications for personnel data needs and outsource employee record-keeping.

HISD is too large to exist efficiently and effectively with labor intensive record-keeping practices. When properly used, computerization of HR processes, data storage, and data retrieval can ensure accuracy of personnel records and flexible quick reports retrieval.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The deputy superintendent for HR directs HR managers to develop requirements for storing and quickly retrieving employee information including assignments, their actual jobs, and their pay location.	January 1997
2. The deputy superintendent for HR directs HR managers to develop information model and specifications that will allow HR to quickly retrieve reports on staffing assignments, all employee pay and benefits, employee professional development, employee action records, personnel evaluation data summaries by criteria, job group, and growth plans. Rapid response to third party requests should also be included.	March 1997
3. The superintendent announces and issues the Request for Proposal, evaluates bids, and takes action as appropriate.	July 1997
4. Implement the program.	October 1997

FISCAL IMPACT

The costs shown below are for outsourcing computerization operations. These costs will be absorbed by the savings accrued from downsizing. Thirty percent of these savings will accrue from computerizing data management.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Outsource personnel record-keeping	[\$60,000]	[\$60,000]	[\$60,000]	[\$60,000]	[\$60,000]

Chapter 4:

F. EMPLOYEE APPRAISALS

Major reasons for evaluating employees include improving performance or potential, providing direction for professional growth, and making administrative decisions about employees.

CURRENT SITUATION

Board policies call for evaluating all HISD personnel at least once per year. Approximately 50 percent of the teachers are evaluated with the Texas Teacher Appraisal System (TTAS). Others are evaluated with an alternate system. Administrators are evaluated with the HISD Administrative Performance Planning and Appraisal System. Completed appraisal instruments are maintained by HR. The district announced in the July 22, 1996 issue of the *HISD News Today* that a new teacher evaluation may be implemented in 1996-97. This program, it is reported, will require principals to make more frequent classroom observations than required by the current system and will provide a way to hold personnel accountable for student achievement.

FINDING

To assess the teacher evaluation program, the review team sampled teacher evaluations for 1993-94 and 1994-95; tabulated the percentage of times each of the five possible teacher evaluation ratings were assigned for 1994-95 (frequency counts were requested for 1992-93, 1993-94, and 1994-95 but HISD personnel said that the data are not available); read all teacher professional growth plans for 1994-95; reviewed samples of 25 teacher evaluation observation forms and appraisal records for both 1993-94 and 1994-95; interviewed teachers, principals, and other administrators; reviewed the HISD board policy on teacher evaluation; and conducted snapshot observations in 99 percent of the classrooms in the 45 schools visited.

HISD uses the TTAS as required by the State of Texas. The purpose of the TTAS is clear. The TTAS, developed to implement House Bill 72, is intended to encourage professional growth for both teachers and administrators and to improve instruction in the classrooms of Texas. As stated in the TTAS Guide, the teacher appraisal process assumes that each

teacher is capable of improving regardless of expertise or years of experience.

HISD School Board Policy 580, Assistance and Assessment, states that the purposes of TTAS are to: identify strengths and weaknesses of job performance, improve communication, and develop priorities for improvement.

The TTAS instrument includes five domains:

- I. Instructional Strategies
- II. Classroom Management & Organization
- III. Presentation of Subject Matter
- IV. Learning Environment
- V. Professional Growth & Responsibilities

The first four deal directly with teaching or the classroom and the last covers professional growth. Teachers are rated on the following scale: 5, clearly outstanding; 4, exceeds expectations; 3, satisfactory; 2, below expectations; and 1, unsatisfactory.

The range of averages by category for all teachers evaluated using the TTAS in 1994-95 is presented in **Exhibit 4-7**.

Exhibit 4-7

HISD Teacher Evaluation Ratings on TTAS

1994-95

	Range of Average Scores on Teacher Evaluation					# of Schools Assessed	Percent of Schools Assessed
	Domains by Area District						
District	I	II	III	IV	V	Assessed	Assessed
Central	4.51-5.00	3.93-5.00	4.25-5.00	4.24-5.00	2.92-3.00	14	20-100
East	4.30-5.00	3.60-4.92	4.00-4.97	4.36-5.00	2.97-3.00	22	39-100
North	4.40-4.95	3.80-4.97	4.20-4.95	4.27-5.00	2.89-3.00	17	45-100

North Central	4.30-5.00	3.17-5.00	4.00-5.00	4.29-5.00	2.97-3.00	23	36-100
Northeast	4.38-5.00	3.54-5.00	4.00-4.96	4.10-5.00	2.90-3.00	27	27-100
Northwest	4.00-5.00	2.71-5.00	3.29-5.00	3.57-5.00	2.90-3.00	17	18- 95
South	4.00-5.40	3.50-4.94	3.95-5.40	2.86-5.00	2.88-3.00	25	18-100
South Central	4.39-5.00	3.61-4.92	4.00-5.00	4.22-5.00	3.00	22	9-100
Southeast	4.52-5.00	4.05-4.76	4.14-4.90	4.50-5.00	2.97-3.00	13	40-100
Southwest	4.23-5.00	3.38-5.00	4.13-5.00	4.09-5.00	2.87-3.00	28	13-100
West	4.43-4.95	2.86-4.83	3.52-4.95	3.86-4.95	3.00	18	33-100
Alternative	4.31-5.00	3.50-5.00	4.19-5.00	4.13-5.00	2.90-3.00	19	22-100
Charter	4.44-4.88	4.11-4.69	4.29-4.83	4.44-4.83	3.00	4	35-100

Source: HISD Department of Research and Evaluation Report, 1996

The data in **Exhibit 4-7** show a high range of average scores in all area districts for all criteria, particularly instructional activities strategies. The top of the range was 5.0 for 10.0 districts, meaning that all teachers exceed expectations. The top of the range for the remaining three are 4.85, 4.85, and 4.88, indicating that nearly all teachers exceed expectations.

***Number of Low Ratings, 1 and 2-** The number of low ratings (1 and 2) assigned to teachers was determined by reviewing all teacher improvement or refinement plans. Refinement plans are required for all teachers receiving at least one low rating (1 or 2). A total of 60 refinement plans were given in the school district for 1994-95. A total of 65 low ratings were assigned in these. The relatively insignificant number of low ratings appears disproportionate to the TAAS results.

***Alternative Evaluation** -Not all schools use the TTAS. These schools use alternative methods for teacher evaluation. The remaining percentage were presumably

evaluated with an alternative instrument. This practice is permissible through board policy 580.00.

TTAS requires at least one evaluation each year for each teacher. PEIMS data files for 1994-95 show that HISD employed 11,619 teachers in 1994-95. Approximately 50 percent (5,800) were evaluated with the TTAS instrument. These evaluations yielded 29,000 ratings for the five TTAS criteria. Only 0.22 percent of the ratings assigned in 1994-95 were 1 or 2. This means 99.8 percent of all ratings were 3, 4 or 5. This percentage and the high averages shown in **Exhibit 4-7** indicate that a majority of ratings were 4 and 5. Ratings for all schools were 4.6 or higher for criteria 1-4. Note that professional refinement, category 5, is limited by the state to a top rating of 3, which is the average rating in nearly all schools.

***Refinement Plans** - School board policy 580.00 states that employees receiving unfavorable ratings shall be provided specific suggestions for improvement in a *refinement plan*. Employees receiving satisfactory ratings may be provided with specific suggestions for improvement in a *refinement plan*. The refinement plan consists of three sections: areas in the domain which were rated 1 or 2; specific refinement activities for overcoming the deficiency, and specific cumulative data to be used to assess the teacher's improvement in the areas specified.

Only half of the plans reviewed contained sufficient detail for sections two and three. Most plans lacked detail regarding which staff development programs to attend, which literature to read, which master teachers to observe, and so on. In many cases, the teacher was simply told to read an article in the research literature or attend two HISD in-service classes on a particular topic. This level of specificity is inadequate to give teachers direction for overcoming the deficiencies and does not allow the principal measurement criteria to determine if the teacher had or had not overcome the deficiency. Many plans failed to specify criteria of acceptable performance and the means for assessment.

Both TTAS (September 1994) and school board policy 580.00 state that the purpose of TTAS is to improve classroom instruction. Teacher evaluations for those receiving the TTAS instrument are not meeting this

purpose. Teacher evaluation ratings are heavily skewed and do not portray an accurate picture of the quality of classroom instruction. Teachers are not given specific, accurate information about their instructional strengths and weaknesses.

Further, central and area district administrators gave generally low grades to the effectiveness of current processes for personnel evaluation and assessment of success. Forty-seven percent assigned a grade of C or less, while only 6 percent assigned a grade of A.

***Teachers' Assessment of Teacher Evaluation and Their Attitudes** - Teacher attitudes toward evaluation vary widely. In the telephone survey, teachers' most frequent response (22 percent)--when asked to name the strength of their teacher evaluation program was "none" or "nothing." The second most frequent response was "the opportunity of working with the principal" (18.4 percent). HISD teachers look to their principals for guidance and direction. When asked to grade their principal as an instructional leader, 77 percent gave grades of A or B and 72 percent assigned an A or B to their principal as a manager of staff and teachers.

RECOMMENDATION 83:

The teacher evaluation process should be modified and principals should be required to prepare and monitor an improvement plan for all teachers.

The plans may be meshed with the recommended growth in Chapter 2.

Every teacher should have the opportunity to set improvement goals each year with their principal in a non-confrontational setting. This should occur in tandem with the growth plans discussed in Chapter 2.

Improvement should be viewed positively and constant growth should be the focus of every evaluation. Because teachers are looking to principals for direction and assistance, this interaction should have positive effects in the classroom and on teacher morale.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The board approves a policy of requiring improvement plans for all teachers in HISD.	October 1996
2. All teachers and principals jointly develop improvement plans.	November 1996

3. Principals and teachers meet to discuss goals and adjust improvement plans for the coming year.	May 1997
4. Composite reports are presented to the board.	Annually beginning June 1998

FISCAL IMPACT

This recommendation can be implemented with no cost to the district above its current personnel costs and the HR computerization cost stated in this review. No savings are forecast due to this recommendation.

FINDING

While some administrators are attempting to remove poor-performing employees from the payroll, HISD in general is not doing a good job of terminating or developing poor performing employees.

Exhibit 4-8 shows the number of recommendations for terminations of all categories of employees received by Human Resources and the administrative action that resulted.

Exhibit 4-8

HISD Administrative Action on Termination Recommendations

1993-94 through 1995-96

	1993-94	1994-95	1995-96
Retained/Recommendation Overturned	N/A	2	3
Suspension Imposed	10	1	6
Resigned in Lieu of Termination/Demotion	17	27	44
Retired in Lieu of Termination	N/A	3	7
Terminated	30	64	86
Hearing Action Pending	1	17	19
Other*	12	N/A	N/A

Total	70	114
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**Reassigned, reprimand, returned to probation, resigned*

Source: HISD's Human Resources Department

As noted, the number of termination recommendations have increased significantly with the actual number of terminations and resignations or retirements in lieu of termination.

The number of contracts terminated due to inadequate instruction increased from one in 1993-94 to eight in 1995-96. The number of teachers dismissed due to incompetent instruction, eight, compared to the total number of teachers in HISD is less than one-tenth of one percent (0.07 percent).

Although a few principals and some other administrators are taking strong action to dismiss incompetent employees, HISD is generally not proactive in efforts either to terminate the employment of incompetent employees or to offer assistance to improve their performance.

HISD recognizes this as an issue and in 1996, the superintendent requested a PEER report on employee hearing procedures. This report was made public in June 1996.

The report notes that the district appeal/hearing process unduly protracts decision-making. The following example is given:

"In December 1995, continuing into January 1996, the District was involved in a hearing for at least eight days to consider the termination of a non-instructional employee. The cost to HISD for the hearing for legal fees and court report transcript costs exceeded \$50,000. This figure does not include the employee cost for the preparation time and continuing presence of the supervisor, a Human Resource department employee, and employee witnesses at the hearing."

The report also states:

"...the current grievance process for both professional and non-instructional employees often involves all the effort, animosity and expense of a trial in the context of what is supposed to be a problem-solving process. The current process takes too long, is too expensive and often aggravates rather than solves a problem."

In conclusion, the report states that the procedures impede employee performance.

RECOMMENDATION 84:

Develop a plan with input from representatives of all HISD employee groups that will allow dismissal of employees not meeting performance standards.

Employee development and improvement opportunities must be a part of this process, but when corrective actions have been unsuccessful HISD should face the issue and remove non-performing employees from the payroll.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Legal services, employee groups and administrators meet to develop a plan for employee development and appropriate grounds for termination	November 1996
2. Superintendent finalizes plan and distributes copies to district supervisors.	January 1997
3. Following the plan, district supervisors identify poor performing and marginal employees and take appropriate steps to improve performance.	January 1997
4. If performance does not improve, poor performing and marginal employees should be terminated according to agreed plan and procedures.	Ongoing

FISCAL IMPACT

Although HISD administrators readily admit that many poor performing employees are kept on the payroll, no estimate of potential savings is made.

FINDING

To determine the effectiveness of the HISD administrative appraisal system, the review team interviewed teachers and central office, area district and school administrators; sampled administrator evaluations; read board policy 581.00, *Administrative Performance Planning and Appraisal System*; and analyzed data provided by the Staff Development department (memo, September 27, 1995).

Policy 581.00 states the following purposes for administrative appraisal:

- *Improve performance and develop the potential of every administrator.*
- *Improve job performance by reviewing prior performance appraisals and setting expectations for improvement or enhancement.*
- *Develop personal potential through emphasis on competencies required for success and professional refinement in the present job as preparation for future career goals.*

These purposes are also printed in the HISD *Administrative Performance Planning and Appraisal System*. The appraisal system requires development of a goal form and three stages of evaluation. The completion date is March 8 for non-performance contract administrators and August 9 for performance contract administrators. The system requires assessment of 12 areas of competence. Six are under the major area of student achievement and six are under the major area of managerial competencies. Administrators are rated on each area using a three-point scale: exceeds performance expectations, meets performance expectations, and below performance expectations.

Appraisers are also required to make a final comment on the administrator's performance for the year.

The frequency of ratings data provided in the September 27, 1995 memorandum from the staff development office included two additional ratings-exemplary performance and professionally competent. The distribution of ratings is shown in **Exhibit 4-9**.

Exhibit 4-9

HISD Administrative Evaluation Ratings

1994-95

Rating	Number	Percent
Exceeds Expectations	652	73.7
Meets Expectations	214	24.2
Exemplary Performance	5	.6
Professionally Competent	11	1.2

Below Expectations	3	.3
No Summative Rating Submitted	19	2.1
Total	904	100.0

Source: HISD September 17, 1995 memo

As illustrated in **Exhibit 4-9**, only three evaluations out of 885 (0.34 percent) were rated "below expectations." Seventy-four percent of administrators were rated "exceeds expectations."

Administrator evaluation ratings are inflated and generally not productive. Constructive criticism on job performance can provide information needed by an employee to improve productivity. In addition to improving productivity, effective performance evaluations can lead to increased job satisfaction.

HR tracks administrative evaluation, but there has been no follow-up when appraisals are not submitted. According to Senate Bill 1 (S.B. 1), an administrator may not be paid with district funds if the administrator has not been evaluated in the preceding 15 months. Administrator evaluations are placed in the administrator's personnel file. The review team checked 20 percent of administrator files and found that approximately one third did not contain evaluations for 1994-95.

Under site-based decision-making, a central office of a school district should include:

- transformation of the central office into a service provider or facilitator;
- decentralization of central operations so that time, energy and financial resources are targeted at the school level and more specifically at student needs;
- reduction of the levels of management in the organization structure;
- establishment of two-way communications system that works vertically and horizontally throughout the school district;
- implementation of shared decision-making at the school district level.

HISD has taken steps in its decentralization of the area districts to implement this structure. Yet the central office has not made the shift from manager to service provider and facilitator. Job descriptions of central office administrators do not clearly reflect a service orientation, many budgetary controls remain with the central office, the management structure remains hierarchical and communication is cited by

administrators as a basic weakness between area districts and central administration.

HISD has recognized the need for an improved administrative appraisal instrument and is in the process of drafting a new instrument and system. The proposed system has not been taken to the board for approval, but it emphasizes continual improvement and accountability.

RECOMMENDATION 85:

Adopt an administrative evaluation system that focuses on facilitating the educational process and establish a tracking system to monitor the evaluations to ensure compliance with S.B. 1.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent directs the HR Department to revise administrative evaluations and job descriptions to focus on the administrator being a facilitator of the educational process.	November 1996
2. The board adopts the job descriptions and evaluation system.	May 1997
3. The HR Department institutes an evaluation tracking system and establishes regular reporting of missing or late evaluations to the superintendent.	May 1997

FISCAL IMPACT

HISD should incur no additional costs as a result of this recommendation.

Chapter 4:

G. STAFF DEVELOPMENT

State law requires all school districts to provide professional development and training to their employees.

CURRENT SITUATION

Historically, the district Staff Development department served as an independent unit within the organization responding to the needs of various departments and/or area districts. The philosophy of the department and size of its staff depended on the incumbent superintendent's beliefs and vision. Staff Development provided workshops and seminars that dealt with a variety of instructional, curricular, and leadership issues. Regular development opportunities were provided teachers through workshops known as "Energizers and Relaters." These workshops were developed specifically from teachers who offered input through advisory committees attached to the Staff Development department. Little coordination with Curriculum, Assessment, or other departments was maintained to design content specific training or sessions specifically related to curriculum.

Regardless, many quality training opportunities have been provided employees throughout the district. There were several modes of training: 1) district staff development opportunities; 2) central administration training opportunities via departments; 3) Region IV seminars and workshops; 4) Harris County Education Department seminars and workshops; 5) national and state conferences and seminars; 6) individual district training opportunities; and, 7) training offered through each individual school. The following represent most of the departments or agencies that have offered training or seminars for district personnel:

Technology	Curriculum	Special Education
Grants Development	JROTC	Counseling
Alternative Certification	Minority Male Initiative	Nursing
Library/Media Services	Transportation	Security
Custodial Services	Multilingual Program	Athletics
Region IV	Data Management	Community Affairs

Career and Technology	Student Assessment	Food Services
Staff Development	Human Resources	Community Affairs
Budgeting and Finance	Board Services	Gifted and Talented
Harris County Education Services	Early Childhood Education	

Administrative development was also addressed through the Staff Development department via various principalship and leadership academies as well as instructional leadership seminars for a variety of management levels.

FINDING

At the time of the review team's visits, Staff Development lacked a guiding philosophy and purpose.

Administrators were unable to provide the review team with a document that described a philosophy or comprehensive plan of action for staff development. Interviews with Staff Development employees revealed no common understanding of purpose or philosophy.

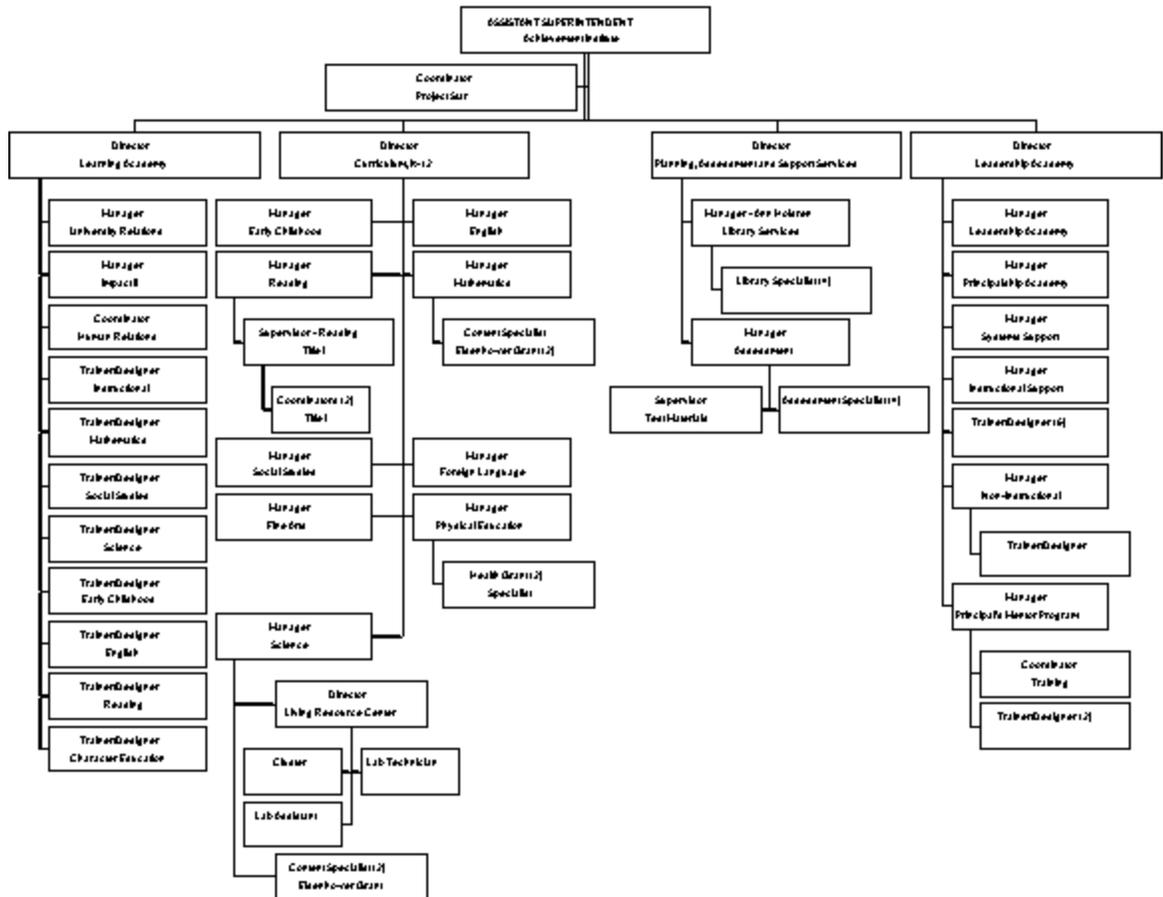
Impact II Staff Development personnel spent a major portion of their time developing curriculum for classroom use at the direction of curriculum officials. This may be appropriate at times; however, when asked to provide a rationale for curriculum work being done in the Staff Development department, no administrator provided a coherent description of how the decision was made, how long the task would take, or what the impact would be on department productivity. Staff Development personnel said the curriculum developed by the Staff Development Department is not aligned to TAAS.

In August 1996, the superintendent merged three departments: Curriculum, Assessment, and Staff Development. The merger created the Achievement Institute designed to provide services that directly affect student achievement. The three departments were converted into four divisions headed by an assistant superintendent and managed by four directors. As shown in **Exhibit 4-10**, those divisions are: Learning Academy; Curriculum, Planning; Assessment and Support Services; and, the Leadership Academy.

Exhibit 4-10

HISD Achievement Institute Organization Chart

1996-97



Source: HISD Administration

The institute is charged with providing integrated services that delineate what students are expected to master, model the instructional strategies to meet those expectations, and provide effective assessment strategies to evaluate the materials and the instructional delivery process.

COMMENDATION

HISD is commended for recognizing the need for direction and integration of the areas of curriculum, staff development and assessment and creating the Achievement Institute.

FINDING

As noted earlier, staff development as well as curriculum development and assessment have been subject to the agendas of each superintendent. In addition, no board-adopted policy exists for staff development in Article Five, "Employee Policies," in the board policy book. However, there is an employee procedure for training and staff development (Policy 572.68). This procedure provides basic information regarding time requirements, but offers no direction regarding training philosophy, approach or purpose.

S.B. 1 (Sec. 21.451(b)) clearly states that staff development must be predominantly campus-based, related to achieving campus performance objectives and developed and approved by campus-level committees. As noted earlier, the purpose statement of the new Achievement Institute focuses Staff Development on student achievement meeting campus performance objectives. However, the prevailing attitude and staffing arrangements continue to emphasize a centralized approach to district's Staff Development.

Campus administrators said they have initiated such developmental activities as teacher study teams, mentoring arrangements and campus-level workshops. However, little support for setting up these programs or suggested alternatives was available from central office Staff Development.

Research shows that campus-based training with peer leadership and ongoing support, as well as allotted time for practice sessions, have more long-term effects in teacher performance than traditional classroom instruction. Education experts believe that staff development departments must make a cultural change from that of training provides to that of training facilitators.

RECOMMENDATION 86:

Develop board policy and administrative procedures that clearly state HISD's belief that all employees are due high quality campus-based staff development training opportunities, that all staff development should be assessed, and that staff development should be focused on improving instruction and student achievement.

This recommendation does not focus on specific course offerings or techniques that should be employed, but is aimed at institutionalizing a process that will be self-perpetuating despite changes in boards or administrations. To accomplish this, a system must be envisioned and

documented in board policy that guarantees a staff member a given numbers of hours of quality staff development on their own campus whenever possible. The system should be based on annual appraisals and improvement plans created for each staff member and tracked and assessed and driven by campus-level documented needs, not by convenience or the availability of resources in central administration.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent drafts a campus-based staff development policy for board critique and adoption using the materials and belief statements compiled for the creation of the Achievement Institute.	March 1997
2. The superintendent directs the appropriate administrators to draft procedures with advice from teachers for implementing the board policy.	March 1997
3. The superintendent critiques and adopts the procedures and communicates them to all HISD employees.	May 1997

FISCAL IMPACT

No additional funds are needed to complete this recommendation.

FINDING

Evaluation of staff development efforts is sporadic. Some staff development administrators and personnel said that staff development efforts are not assessed for effectiveness, while others said teachers are asked to evaluate each training program they attend. Few teachers confirmed this. In addition, no staff development administrators were able to show the review team a formal plan for staff development evaluation. Few were able to give examples of how evaluation takes place and how the information is used to improve staff development.

Numerous central office, staff development and area district office administrators claim that employees with a record of problems have been assigned to staff development without regard to the desired match between their professional skills and the job requirements.

Results of a teacher survey completed by the PEER Review team shows that unprofessional, poorly prepared presentations were the third most frequently stated barrier to effective results.

RECOMMENDATION 87:

Evaluate all staff development programs for knowledge gained, impact on job performance of trainees and the trainer's professionalism and preparedness.

At the end of each training class, participants should be given an evaluation instrument on which to rate the program for knowledge gained and impact on job performance as well as evaluating the trainer. The forms should be uniform and number driven and tracked on an automated system. When a course offering or trainer receive low ratings consistently, the course or the trainer's delivery should be reassessed. Ratings should be used by management to constantly assess and improve the classes being offered as well as the trainers.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent requires rating of the trainers, the content of the training and the usefulness of the training in their jobs following each training class.	January 1997
2. Achievement Institute managers review and report the results of each evaluation to the trainers and action for improvement is taken as needed.	Continuous beginning April 1997
3. Personnel use evaluation results to improve all staff development programs.	Continuous beginning April 1997

FISCAL IMPACT

This recommendation can be completed without additional expenses.

FINDING

Tracking of training attendance is not fully automated or consistently maintained. Attendance of external training classes given by Region IV and Harris County Education Services as well as training offered by other district departments are not centrally tracked, making it difficult for supervisors or principals to quickly determine whether a given employee has attended a particular training class.

Several large agencies and businesses have on-line tracking systems that not only record each training class taken by an individual employee during their employment, but also reserve and assign employees to upcoming classes, post available classes and provide a bulletin board for special external training opportunities. Employees and supervisors can access the

system and schedule themselves into training classes, or quickly review their own or their employees' training activities.

RECOMMENDATION 88:

Create a training tracking system that can be accessed districtwide, and record all training activities by each employee.

This system could track scheduled training by employee as well as completed training as well as provide an on-line list of all available course offerings.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent directs the Technology Department to develop or purchase an automated tracking system for all training activities.	January 1997
2. Achievement Institute managers, Human Resource personnel and principals work with the Technology Department to define system needs and controls.	April 1997
3. The Technology Department designs or purchases and implements a district training tracking system that can be accessed through the Wide Area Network (WAN).	December 1997

FISCAL IMPACT

This recommendation can be completed without additional expenses, provided the Technology Department can develop the system in-house. If a module to the Payroll/Personnel System is purchased, the cost is estimated to be \$25,000.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Create a Tracking System	(\$25,000)	\$0	\$0	\$0	\$0

Chapter 5

Facilities and Energy Management

This chapter reviews the Houston Independent School District's (HISD) facilities and energy management programs in seven sections:

- A. Facilities Planning
 - B. Current and Projected Facility Use
 - C. Facilities Design and Construction
 - D. Educational Environment of Instructional Facilities
 - E. Plant Operations and Maintenance
 - Part I
 - Part II
 - Part III
 - Part IV
 - F. Energy Management Program
 - G. Facilities and Land Acquisition Management
-

A comprehensive facilities and energy management program should coordinate all the physical resources in the school district. The program must effectively integrate facilities planning with all other aspects of institutional planning. As such, plant operations and maintenance staff should be involved in design and construction activities, and construction management personnel should be knowledgeable about operations and maintenance activities. To be effective, facilities managers must also be involved in district strategic planning activities.

In addition, the facilities and construction management departments must operate under clearly defined policies and procedures, and activities must be monitored to accommodate changes in the district's resources and needs.

A. FACILITIES PLANNING

The Texas Education Agency (TEA) has outlined the following steps in an effective facilities planning process:

Exhibit 5-1

Texas Education Agency Recommended Facilities Planning Process

Program Element	Mission	Responsibilities	Deliverables
A. Planning	1. Needs Assessment	1. Identify current & future needs	1. Demographics; facilities survey; boundary, funding, education program, market, staff capability and transportation analysis
	2. Scope	2. Outline required building areas, develop schedule & costs	2. Programming, cost estimating, scheduling, cost analysis
	3. Strategy	3. Identify structure	3. Facilities project list, master schedule, budget plan, organization plan, marketing plan
	4. Public Approval	4. Implement public relations campaign	4. Public and media relations
B. Approach	1. Management plan	1. Detail roles, responsibilities & procedures	1. Program management plan & systems
	2. Program Strategy	2. Review and refine details	2. Detailed delivery strategy
	3. Program Guidelines		3. Educational Specifications, design guidelines, CADD standards
C. Project Initiation	1. Mobilize team	1. Include all project participants	1. Site selection and acquisition, facility program, project educational program, environmental impact report, preliminary budget approval
D. Project Activity	1. Design documentation	1. Conformance to program plan	1. Construction document final acceptance
	2. Award Contracts	2. Bidding, contract and procurement	2. Notice to proceed

		procedures	
	3. Construction	3. Monitor the progress of construction	3. Occupancy permit
	4. Post Construction		4. Facility ready

Source: Texas Education Agency

CURRENT SITUATION

HISD's facility planning activities involve the following organizational units:

1. Office of Data Management

The office of Data Management compiles both in-house data (student demographics, building use, existing facility information) and data from outside agencies (University of Houston Center of Public Policy, Texas School Partnership, Houston Community College, etc.). This information is used to create a facility database, make suggestions on new facility needs, and prepare the agenda for the Enrollment and Demographics Committee meetings.

2. Enrollment and Demographic Committee

The Enrollment and Demographic Committee, consisting of district and site administrators, meets regularly throughout the school year to review the data collected by the Office of Data Management, review facility operational problems, and make recommendations for facility changes.

3. Bureau of Construction Management

The bureau works with the Enrollment and Demographic Committee and in the overall facility planning process in the following ways:

- Gathers data and provides facility information as requested by the committee.
- Conducts surveys of existing facilities to determine their physical condition. In 1988, a consultant helped the department survey all existing buildings. This survey resulted in the 1988 facility plan (green book) which provided the basis for phase one of the

project renewal long-range building plan (discussed in detail in Section C of this chapter).

- Maintains inventory of existing school sites and makes recommendations on securing new sites based on the information gathered by the Office of Data Management.
- Compiles educational specifications for planning new school facilities.

4. Facilities Management and Operations

Facilities Management and Operations (in its facility planning role) places and relocates temporary buildings and conducts emergency repairs.

5. Superintendent and School Board

The superintendent and school board review recommendations for the enrollment and demographics committee, and the Bureau of Construction Management determines the best alternatives, approves plans and calls for bond issues and/or authorizes budget expenditures.

In 1988, the district began a planning process which resulted in the Project Renewal Long-Range Facility Plan. The plan included recommendations for repair, modernization, and site work at all schools, as well as 16 new facilities and 10 building additions. The total estimated cost for Project Renewal was more than \$600 million. The HISD board and administration prioritized the project into two phases, and voters approved Phase A expenditures of \$371 million. In 1988, Phase A resulted in the addition of 15 new school facilities (13 elementary schools, one middle school, and one K-8 facility) as well as modernizations at 85 other schools. The district estimated that Phase A of Project Renewal completed 40 percent of the facility needs identified in 1988. The detail on the work completed in Phase A is discussed in Section C of this chapter.

In March 1996, the HISD board adopted the Schools to Standard program, which updated Phase B of the previous Project Renewal program. Phase B was renamed Schools to Standard to complement the city of Houston's Neighborhoods to Standard program. The estimated cost of completing all priorities established in 1988 and updated to reflect 1996 costs and needs was about \$600 million. This total was reduced to \$390 million for presentation to the voters in May 1996 by prioritizing projects based on overcrowding, needed roof repairs, code violations and structural deficiencies. The bond package was defeated by 53 percent of the voters.

FINDING

HISD's 1988 process for facility planning resulted in Project Renewal, which formed the basis of the district's long-range facility plan. The planning process included elements of the four major components identified by TEA guidelines (**Exhibit 5-2**) as follows:

Exhibit 5-2

HISD Facilities Planning Process

Compared with TEA Recommended Process

Program Element	Deliverable	Completed by HISD	Not Clearly Identified by HISD
A. Planning	1. Needs Assessment	1. The needs assessment involved compiling demographic data and a simple walk through facilities survey.	1. Education program needs, staff capability, and transportation analysis.
	2. Scope	2. The scope provided a detailed cost estimate and project schedule.	2. Funding analysis
	3. Strategy	3. The strategy included a detailed master plan and project organization.	3. Marketing plan
	4. Public Approval		4. The public was not adequately involved in the

			facility-planning process.
B. Approach	1. Management plan	1. The management plan outlined roles, responsibilities and procedures.	
	2. Program Strategy	2. The program strategy provides a detailed delivery methodology for planned improvements.	
	3. Program Guidelines	3. The program guidelines include educational specifications for elementary and middle schools.	3. Program guidelines lack definition of the process as well as design and CADD standards.
C. Project Initiation	1. Mobilize team	1. The plan for project initiation includes all identified deliverables.	
D. Project Activity	1. Design documentation	1. Construction management procedures include all aspects of this element including acceptance of documents, notice to proceed and	

		occupancy permits.	
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Source: Project team review of HISD documents

The result of this planning process outlined the following needs (with estimated costs) for each school site:

- General building needs
- Administrative facility needs
- Common area facility needs
- Mechanical, electrical, and plumbing needs
- Site issues
- Minor repairs
- Major modernization/renovation.

The identified needs were prioritized by the Enrollment and Demographic Committee and divided into the two-phase Project Renewal program.

COMMENDATION

The district is commended for using a facility-planning process that included most of the basic components recommended by the TEA.

FINDING

The district's current planning process involves both the Bureau of Construction Management and Facilities Management and Operations, but there is little evidence of effective coordination between the two departments. Areas where this lack of coordination were observed are listed below.

- Facilities Management and Operations is responsible for the placing and relocating temporary buildings, but this activity is not coordinated with the overall facility needs as identified by construction management.
- Facilities Management and Operations is responsible for emergency repairs, but no preventive plan exists to make improvements as identified in the long-range plan.
- No coordinated plan exists for yearly and multi-year repairs.
- It is difficult for management to coordinate separate departments.
- Although the Bureau of Construction Management is responsible for construction management and capital improvement, a significant amount of deferred maintenance is included in the

Project Renewal funding, which is work that would otherwise be performed by Facilities Management and Operations.

- The Bureau of Construction Management is responsible for building design, but does not consult the energy management section of Facilities Management and Operations.

Throughout the process of determining facility needs and planning for facility improvements, the roles of the Bureau of Construction Management and Facilities Management and Operations are intertwined. This is substantiated by current district efforts aimed at consolidating the departments.

RECOMMENDATION 89:

Complete the consolidation of the Facility Management and Operations and the Construction Management Departments.

Locating the two departments at the same site under a combined organizational structure will significantly improve the district's ability to coordinate regular and preventive maintenance and long-range facility planning. In addition, regular scheduled meetings among representatives of construction and maintenance will improve communication and reduce redundancy, which, in turn, will help ensure the needs of students are met.

Exhibit 5-3 provides a proposed organizational chart for the two departments.

Exhibit 5-3

Proposed Organizational Chart

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Directors of the Bureau of Construction Management and Facilities Management and Operations begin regular meetings of inter-department personnel to discuss mutual facility issues and a follow up on the enrollment and demographics committee meetings.	Immediately
2. Deputy Superintendent for fiscal and business administration prepares combined organizational structure.	November 1996
3. Directors of the Bureau of Construction	December-January 1997

Management and Facilities Management and Operations plan combined departmental facility needs and structure.	
4. District Superintendent secures board approval.	December 1996
5. Deputy Superintendent completes the department consolidation.	February 1997

FISCAL IMPACT

Planning costs if approximately \$100,000 for organizational set-up, moving equipment and materials, and office renovations during the first year will be necessary but will be offset by a reduction in the overhead costs of operating one department rather than two. It is estimated that overhead costs (combining of clerical duties, reduction of expenses, and the like) can be reduced by \$231,000 annually:

<ul style="list-style-type: none"> • Elimination of 4 Clerical Positions - • Elimination of 2 Custodial Positions - • Elimination of 2 Secretarial Positions - • Reduction in Overhead of Operating Two Offices - 	\$108,000 \$ 40,600 \$ 57,400 <u>\$ 25,000</u>
Total	\$231,000

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Combine departments	(\$100,000)	\$231,000	\$231,000	\$231,000	\$231,000

FINDING

In May and June 1996, the general public did not see facilities as one of the most critical issues facing the HISD. A survey of community leaders shows that facility issues were rated second to last on a list of 14 issues to be addressed. On the public input survey, facilities did not appear on the list of changes that would improve education. Conversely, surveys of district and school administrators, students and teachers point out a number of concerns about HISD's facilities.

- Ninety-four percent of principals and assistant principals made suggestions for building improvements.
- Students rate poor facilities as the item they like second to last about their schools and facilities do not appear on the list of items they like best.

- Students rate facilities as the top item that they believe can be improved.
- Sixty-two percent of all HISD teachers say the Project Renewal program has been ineffective.

Subsequent to the review team's surveys, the collapse of a roof at Houston Gardens Elementary School on August 12, 1996 resulted in a public call for building inspections and structural repairs.

A newspaper account of this incident suggested that if the public had been informed of the seriousness of the facility needs before the bond election, the bond may have won approval. While HISD officials publicized the facility problems before the bond election, they did not involve the public in needs assessments or planning and prioritization activities.

Research has consistently demonstrated that involving the public in the facility-planning process results in achieving buy-in from the community on the need for improved facilities and ultimate success at the polls.

RECOMMENDATION 90:

Include the community in the facility planning process.

The difference in knowledge about the condition of facilities among groups that are regularly in the schools and those that are not reflects a lack of communication to district citizens on the condition of schools. Involving the community in the process of measuring the condition and use of facilities will help the district and the community to better understand and meet the needs of the students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Bureau of Construction Management personnel prepare a community involvement plan as recommended in the TEA facility-planning guidelines for presentation to the Enrollment and Demographic Committee.	January 1997
2. The Enrollment and Demographic Committee discusses and approves a community involvement plan for future facility planning processes.	February 1997
3. Bureau of Construction Management implements the community involvement plan.	Beginning Spring 1997

FISCAL IMPACT

Including the community in the facility planning process should have no fiscal impact on the district.

FINDING

Planned improvements in Phase B of the Project Renewal program include renovations at 84 of the district's schools, the addition of 15 schools, and funding of individual school priorities. Specific plans for each school are documented in the Schools to Standard manual adopted March 29, 1996.

A comparison of the district's priorities for the Schools to Standard program with actual facility needs (identified by on-site evaluation) and generally accepted space standards was conducted for randomly selected schools. The result of this comparison is shown in **Exhibit 5-4**. (A complete listing of square footage at all schools is included in **Appendix Q**.)

Exhibit 5-4

Comparison of Schools to Standard Priorities

With Generally Accepted Square Footage Standards and On-Site Reviews

School	Schools to Standard Priorities and Budget	Current Square ft. per Student; Above/Below/ Within Standards*	Relief School Planned in the Area	On Site Evaluation
Briargrove Elementary	Roof Repair Kitchen Air Cond. Upgrade Mech. Code Compliance \$512,701 budget	73 sq. ft. Below standards	Three new elem. schools planned in the West district	Disagree with planned improvements as some are already completed. Also, overcrowded condition is due to special program that could be housed elsewhere.

Carnegie Elementary	Roof Repair Corridor Repair Wall Repair Rest Room Repair Floor/Door Repl. Kitchen Air Cond. Upgrade Mech. Code compliance Site Improvements \$1,225,195 budget	119 sq. ft. Above standards	No	Agree with planned improvements
Cunningham Elementary	Individual school priorities only \$50,000 budget	79 sq. ft. Below standards	Two new elem. schools planned in SW district	Disagree with the fact that no specific improvements are planned. Significant mechanical and structural deficiencies were noted by the on site review team. The indiscriminate allocation of \$50,000 is questioned in light of the overall identified needs that have not been met.
Janowski Elementary	Roof Repair Exterior Paint Window Repair Door Replacement Upgrade Elec. & Mech. Site Improvements Code Compliance	66 sq. ft. Below standards	No (three area schools completed in Phase A)	Agree with planned improvements

	\$1,127,006 budget			
Sutton Elementary	Individual school priorities only \$50,000 budget	62 sq. ft. Below standards	Two new elem. schools planned in SW district	Agree that facility problems are minor in comparison to other buildings. Question the indiscriminate allocation of \$50,000 in light of the overall district needs that are unmet.
Clifton Middle Sch.	Roof Repair Upgrade Mech. Upgrade Elec. Code Compliance Site Improvements \$423,433 budget	101 sq. ft. Below standards	No new middle schools planned in NW district	General agreement with repairs planned, though overcrowding exists and no new schools are planned in this district.
Johnston Middle Sch.	Individual school priorities only \$100,000 budget	123 sq. ft. Within standards	Two new middle schools planned in SW district	Disagree due to the fact that significant mechanical problems (HVAC, plumbing, etc.) exist that will not be addressed by the individual priority funding of \$100,000
Jane Long Middle Sch.	Individual school priorities only \$100,000 budget	114 sq. ft. Within standards	Two new middle schools planned in SW district	Disagree due to the fact that significant mechanical problems (HVAC, plumbing, etc.) exist that will not be addressed by the individual priority funding of \$100,000

Bellaire High	Individual school priorities only \$100,000 budget	127 sq. ft. Below standards	No new high schools planned in SW district	Disagree due to the fact that significant mechanical problems (HVAC, plumbing, etc.) exist that will not be addressed by the individual priority funding of \$100,000
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source: HISD Schools to Standard program, review team visits.
 * 90 - 105 elementary
 110-125 middle
 135-150 high school

Exhibit 5-4 shows that for the nine schools randomly sampled, six (or 67 percent) have a square footage per student that is below general standards, indicating an overcrowded condition. Of the six overcrowded schools, three are in areas that have relief schools planned and three are not. The district has no standard on square footage requirements for existing schools.

The emphasis on new schools identified in the Schools to Standard program resulted in the need for 18 new facilities (ten elementary, five middle, two high and one K-8 school) located in six of the 12 administrative districts. The current Schools to Standard program is based on standards that are, at best, loosely defined. Ten of the 18 new schools are planned for the west and southwest districts. **Exhibit 5-5** compares this result, by area district, with an analysis of generally accepted square footage standards for each school type. Schools that fall below the guidelines are overcrowded; those that are above the guidelines generally have excess space. (A detailed listing for individual schools is included in **Appendix Q**.)

As indicated in **Exhibit 5-5**, the most seriously overcrowded elementary schools are in the southeast and southwest districts, which are scheduled for new elementary schools. However, overcrowded conditions exist at the middle school level in the southeast district, yet no new facilities are planned. Likewise, the most serious overcrowded conditions at the high school level are in the east and central districts where there is no plan for additional facilities.

Exhibit 5-5

S Elementary Schools	901,885	10,813	83	90-105	x			No
S Middle Schools	475,150	3,584	133	110-125			x	No
S High Schools	653,412	4,454	147	135-150		x		No
SW Elementary Schools	1,022,525	15,549	66	90-105	x			Yes
SW Middle Schools	833,922	6,013	139	110-125			x	Yes
SW High Schools	669,174	5,283	127	135-150	x			No
C Elementary Schools	455,396	4,750	96	90-105		x		No
C Middle Schools	265,787	2,126	125	110-125		x		No
C High Schools	257,810	2,570	100	135-150	x			No
W Elementary Schools	692,404	8,053	86	90-105	x			Yes
W Middle Schools	370,999	3,052	122	110-125		x		Yes
W High Schools	449,115	4,453	101	135-150	x			Yes

Source: HISD Schools to Standard program

*Schools planned in one district could help overcrowded condition in adjoining districts if boundary changes are implemented.

RECOMMENDATION 91:

Develop a districtwide process to determine needs based on identified district standards that take into account current use as well as the current condition of each facility.

The district should develop standards for building use, building condition, capacity and educational suitability.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent and board should appoint a facilities advisory committee consisting of teachers, administrators, parents, and community members.	January 1997
2. The facilities advisory committee should develop recommended facility standards and establish a process for applying these standards to existing facilities.	January-May 1997
3. Standards should be submitted to the Enrollment and Demographic Committee for approval.	June 1997
4. The Enrollment and Demographic Committee should	July 1997

bring the standards to the board for approval.	
5.The Enrollment and Demographic Committee should revise facility priorities based on the adopted standards.	1996-97 Year

FISCAL IMPACT

This recommendation can be accomplished by current staff in the Bureau of Construction Management.

Chapter 5:

B. CURRENT AND PROJECTED FACILITY USE

The effective and efficient use of facilities is a primary responsibility of all public institutions, and especially so for public school districts that face constrained budgets and higher user expectations. Proper facility use requires insightful planning based on the following:

- Accurate demographic data and enrollment projections,
- A detailed facilities inventory,
- An assessment of facility needs for repair and renovation and
- A comprehensive facilities plan based on the educational master plan.

CURRENT SITUATION

Enrollment forecasts for Phase B of Project Renewal were derived by projecting future growth based on historical annual rates for each ethnic subpopulation and then accumulating the district total. The forecasts were adjusted slightly upward to account for expected increases in enrollment of Anglo and African American populations due to municipal efforts to revitalize African American neighborhoods and the district's effort to attract Anglo populations back to the district with expanded educational programs. These projections were accurate for the 1994-95 and 1995-96 school years. HISD enrollment forecasts for the 1996 through 2000 school years are shown in **Exhibit 5-6**.

Exhibit 5-6
HISD Current Enrollment Forecast
1996-2000

	1995 (actual)	1996	1997	1998	1999	2000
District Total	206,998	210,702	214,654	219,219	224,276	229,610
Net Change	4,635	3,704	3,952	4,565	5,05	5,333
% Change	2.30%	1.80%	1.90%	2.10%	2.30%	2.40%

Source: HISD.

HISD has conducted a cursory inventory of the use and availability of classrooms at all schools. However, effective and efficient management of school district facilities requires maintenance of an up-to-date inventory of

the number of rooms and number of square feet of space by type of space (such as classrooms, laboratories, library and cafeteria spaces) at each school.

Standard practice in school facility planning and management is to divide space into two broad types: assignable and nonassignable space. Assignable space consists of rooms or areas that can be assigned to a specific program or school function. Nonassignable space consists primarily of general use space such as hallways and bathrooms. **Exhibit 5-7** lists the types of space normally assigned to the assignable and nonassignable categories.

Exhibit 5-7
Categorical Listing of Assignable
and Non-Assignable Space

Assignable Space	Non-Assignable Space
Classrooms	Hallways
Teaching Laboratories	Stairways
Vocational Laboratories	Elevator Shafts
Computer Laboratories	Foyers
Library/Media Centers	Bathrooms
Assembly	Janitorial Closets
Office/Conference Rooms	Wall Space
Gymnasium	
Cafeteria/Kitchen	
Multipurpose Rooms	
Plant Support Space	

Source: MGT of America, Inc.

Efficiently designed school facilities will have 70 to 75 percent assignable space and 25 to 30 percent nonassignable space. Anything more than 30 percent nonassignable space is considered unnecessary because it cannot usually be made assignable through remodeling.

Districts should avoid, to the extent possible, building schools with more than 30 percent nonassignable space because every unnecessary square foot costs about \$3.50 per year to heat, cool, clean and maintain. Over the lifetime of a building (for example, 40 years), an extra 5,000 square feet of space will unnecessarily cost a district \$2,113,996 in annual operating costs alone (calculated at \$3.50 per square foot per year and compounded

annually at 5 percent interest). These extra costs buy the district almost nothing of value.

HISD conducted a facilities condition evaluation in 1988 in which the repair needs of each school were documented. Although this effort was beneficial, it lacked a standardized evaluation instrument and approach so that the needs from one school to the next could be fairly prioritized, and it has not been annually updated for the purposes of accurate planning. Additionally, the results of the condition survey were not related to a comprehensive facilities plan based on the educational program of each facility.

FINDING

The existing enrollment forecasting methodology is limited and will only produce estimated enrollments for the total district. The methodology is not sufficiently sophisticated to provide forecasts by area district or by grade. This appears to be understood by the district, but HISD's forecasting methodology has not been stretched for this use.

Many school districts in states such as Washington, Hawaii, and Idaho use the cohort survival method for projecting enrollments. This method looks at the transition ratios from one grade to the next grade in the next year. These transition ratios reflect dropouts and students moving in and out of the district, making it possible to predict enrollments for each grade for any given school or subdistrict. While this method does not consider local development, such as the construction of a new apartment building across the street from a school, the model can be expanded to include the effects of local economic events and trends.

By using an expanded cohort survival method of projecting enrollments, a school district can project growth in specific schools or grades. Specific enrollment projections will enable school planners to prioritize planning efforts and use existing facilities and resources efficiently to help avoid overcrowding or poor use of available space.

RECOMMENDATION 92:

Adopt an expanded cohort survival method that takes local demographic changes into account for projecting enrollments at the area district and grade level.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of the Office of Data Management should adopt the cohort survival method of projecting enrollments and identify a process for tracking local developments that affect projections.	January 1997
2. The director should review the new methodology with the assistant superintendent before implementing it.	February 1997

FISCAL IMPACT

The director of Office of Data Management is a skilled analyst and can implement this recommendation, but will need an additional staff person to track local building developments and the resulting demographic changes.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Use expanded model to project enrollments	(\$15,700)	(\$15,700)	(\$15,700)	(\$15,700)	(\$15,700)

FINDING

From a review of the *Guide for Planning Educational Facilities* published by the Council of Educational Facility Planners, International, the following factors were identified as determining the amount of each type of space that a school district will need.

- The levels of enrollment
- The programs offered by the district and the enrollments in each type of program
- Estimates of space demands by each program at each school
- The efficiency with which each school district plans to use its facilities (normally, planned-use efficiency is expressed in terms of facility-use standards).

The Director of the Office of Data Management maintains an inventory of space in each school by type, size, student capacity, and condition. This inventory is maintained in a database and has a significant capacity to keep detailed information. The data was collected using a questionnaire filled out by each school's principal. The accuracy of the inventory is in question because each principal did not use a standardized method or standardized space definitions for collecting the data.

The inventory is data only and is not tied into the schools' floor plans where the configuration and location of each room can be identified. For the purposes of planning at a specific school site, the planner should have quantitative data that can be used with graphic data.

RECOMMENDATION 93:

Using a standardized process, compile and maintain an accurate space inventory for each school.

The inventory database should be maintained in a Computer Aided Drafting system (CAD) where it can be tied to actual floor plans of each school. A complete and detailed inventory will enable the district to assess the level of facility use at each school. Measures can then be taken to limit or add enrollment.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Director of planning establishes a room inventory database imbedded in a CAD system. At a minimum, the inventory should include the area of each room, the use by code, capacity or number of student stations, and frequency of use.	Spring 1997
2. Director of planning establishes a process to annually update the inventory.	Spring, 1997

FISCAL IMPACT

Based on the review team's experience, performing and compiling the initial inventory will cost \$350,000. The ongoing maintenance of the inventory can be accomplished with in-house staff.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Compile space inventory	(\$350,000)	0	0	0	0

FINDING

Different educational programs have different space requirements. Science laboratories require more space per student than general use classrooms. The state has set minimum standards as shown in **Exhibit 5-8**. However, the standards only apply to new facilities or facilities that are to receive major renovations, and it is possible for districts to receive an exemption

from the state. The standards also are general and do not speak to special programs and their space demands.

**Exhibit 5-8
State of Texas
Minimum Space Standards for School Facilities**

Type of Space		Required Square Feet Per Pupil
General Classrooms	PK through First Grade	36 sf
	Elementary	30 sf
	Secondary	28 sf
Specialized Classrooms		
Computer Laboratories	Elementary	41 sf
	Secondary	36 sf
Science Lecture/Lab	Elementary	41 sf
	Middle	50 sf
	Senior	50 sf
Physical Education Space	Elementary	3,000 sf minimum
	Middle	4,800 sf minimum
	Senior	7,500 sf minimum
Libraries	Elementary	3 sf (1,400 sf minimum)
	Middle	3 sf (2,100 sf minimum)
	Senior	3 sf (2,800 sf minimum)

Source: Texas Education Code, Adopted amendments to chapter 61. School Districts Subchapter H . School Facility Standards.

Although HISD has design standards, the district does not have facility use standards. As a result, the district has no sound standard for measuring how efficiently current facilities are used or determining the need for additional facilities.

To evaluate HISD's current facility needs, planning guidelines were used that were developed by MGT of America based upon a national survey of state educational facility planning guidelines. These guidelines are for gross square feet per student and are shown below and are listed in **Appendix Q**, which contains an evaluation of HISD's facility needs.

Elementary	90-105 sf per student
Middle	110-125 sf per student
Senior	135-150 sf per student

These guidelines take into account all the assignable support space needed for a complete educational program and the nonassignable space needed.

The three columns on the right of **Appendix Q** indicate whether each school falls within the guidelines, are below the guidelines and overcrowded, or are above the guidelines and underused. As shown in **Exhibit 5-9**, this comparison shows that 48 percent of the schools are overcrowded and 25 percent of the schools are used at less than capacity. It is also interesting to note that a significantly smaller percentage of the middle schools are overcrowded and a significantly high percentage are underused compared to either elementary or high schools.

Exhibit 5-9
Facility Use of HISD Schools
Using Gross Square Foot Guidelines
1995-96

Schools	Below Guidelines (Overcrowded)		Within Guidelines		Above Guidelines (Under Used)	
	No. of Schools	Percentage	No. of Schools	Percentage	No. of Schools	Percentage
Elementary Schools	93	53%	47	27%	34	20%
Middle Schools	8	23%	9	26%	18	51%
High Schools	9	43%	6	29%	6	29%
Total:	110	48%	62	23%	58	25%

Source: Review team analysis.

A further analysis of the space use was conducted by the review team in which a detailed inventory was conducted of six schools in the district. The net square footage of space in classrooms, labs, gyms, and libraries was measured and compared to the state standards and to the standards presented in **Appendix P**. The results of this comparison are shown in **Exhibit 5-10** and indicate that HISD is using general classrooms at a rate comparable to the two sets of standards shown, except at the secondary

level where both general classrooms and science labs are being underused. These conclusions should be evaluated in light of the fact that these are older facilities, which were designed some time ago for educational programs with different space requirements.

Of the six schools analyzed, physical education had essentially no teaching space at the elementary and was minimal at the secondary level. Libraries at all levels were undersized by both sets of standards, and there was no library on site at the high school, which contracts with the city to use a public library across the street.

Exhibit 5-10
Facility Use of Selected HISD Schools
Using Assignable Square Foot Guidelines
1995-96

	Space Use Category	HISD Existing Facility Use	State of Texas Standards	Appendix P Standards¹
	<i>General Classrooms</i>			
	Pre-K -First Grade	34 ASF	36 ASF	46 ASF
	Elementary	31 ASF	30 ASF	30 ASF
	Middle	26 ASF	N/A	27 ASF
	Secondary	35 ASF	28 ASF	25 ASF
	<i>Specialized Classrooms</i>			
	Computer Labs			
	Elementary	N/A ²	41 ASF	30 ASF
	Secondary	N/A ²	36 ASF	30 ASF
	Science Lecture/Lab			
	Elementary	32 ASF	41 ASF	N/A
	Middle	47 ASF	50 ASF	40 ASF
	Secondary	75 ASF	50 ASF	50 ASF
	<i>Physical Education</i>			
	Elementary	536 SF	3,000 min. SF	N/A
	Middle	10406 SF	4,800 min. SF	11138 SF
	Senior	7373 SF	7,500 min. SF	15750 SF
	<i>Libraries</i>			

	Elementary	1389 SF	2081 SF	3151 SF
	Middle	2872 SF	3712 SF	5608 SF
	Senior	719 SF	5250 SF	7350 SF

1 These standards assume a 85% use rate and a 10% factor for nonassignable space.

2 The schools analyzed did not use the computer labs for regularly scheduled classes.

3 The high school does not have a library on site, except for a converted classroom.

Note: ASF = assignable square feet per student.

Source: Review team analysis.

This analysis of a sample of the schools in HISD demonstrates the planning value of detailed facility use standards.

RECOMMENDATION 94:

Adopt a set of facility use standards and annually use the standards to assess the efficiency with which school facilities are used and to plan new schools.

These standards should include:

- Consistent measures of facility condition, use, and capacity;
- Identified program standards that all schools will meet with the flexibility to develop individual school priorities;
- Space standards identified by program and
- Standards for technology infrastructure.

Once the standards are in place, the district must develop priorities for facility improvements based on the degree of need.

The standards in **Appendix P** have been developed by MGT over a 10-year period of studying facility-use standards adopted by both school districts and by states around the nation. The standards are neither overly generous or conservative. They are efficient, but at the same time provide adequate space for school programs and functions. The standards are offered as a guideline to the district for developing facility use standards coordinated with state minimum space requirements.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent and board appoints a Facilities Advisory Committee consisting of teachers, administrators, parents, and community members.	September 1996
2. The director of planning, working with the Facilities Advisory Committee, develops a set of recommended facility use standards.	October-November 1996

3. The superintendent reviews, approves, and recommends to the board a set of facility use standards.	December 1996
4. The board adopts the facility use standards.	January 1997

FISCAL IMPACT

The recommendation can be accomplished within existing resources of the Bureau of Construction Management.

Temporary Buildings

CURRENT SITUATION

Temporary classrooms are a common feature of American schools and are usually erected to meet enrollment fluctuations or to house temporary programs. Nationally, the average square footage of portables is 10 percent of the total gross square footage at the elementary level and 5 percent at the secondary level.

The negative effect of overusing temporary buildings for classrooms is the impact on common facilities such as special classrooms and labs for enrichment, and auditoriums, cafeterias, and physical education facilities. As the enrollment of a school is allowed to grow beyond the planned capacity, these common facilities become overtaxed and the educational program begins to suffer.

HISD has made a commitment through its Schools to Standard program to provide enrichment and ancillary programs. **Appendix U** lists the schools with more than 15 percent of their gross square feet in temporary buildings and indicates the level of use according to the standards listed in **Appendix T**.

FINDING

The tabulation shown in **Exhibit 5-11** indicates that 64 schools in HISD are overcrowded even with a high percentage of temporary buildings. This excessive (more than 15 percent) use of temporary buildings is seriously affecting the educational programs and is contrary to the stated goal of the Schools to Standard program.

The data also indicates that three schools that exceed the guidelines have an excessive amount of temporary buildings. At one site, 10 of the 13

temporary rooms house labs (reading and math) or special programs. This condition indicates that due to the age of the facility, the original building design was not intended to house all the special instruction and community programs now found in the district.

Exhibit 5-11
HISD Schools With More Than 15 Percent Space
in Temporary Buildings

	Schools	Below Guidelines (Overcrowded)	Within Guidelines	Above Guidelines (Under Used)
	Elementary Schools	61	10	3
	Middle Schools	2	0	0
	High Schools	1	0	0
	Total:	64	10	3

Source: Review team analysis in Appendix U.

RECOMMENDATION 95:

Establish a policy on the use of temporary facilities that recognizes the negative effects on the educational program from overuse of common school facilities and resources.

The enforcement of this policy could be accomplished over a five-year period through attendance boundary adjustments.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Planning develops policy-setting guidelines for the proportion of students who will be housed in temporary buildings.	January 1997
2. The superintendent reviews, approves, and recommends to the board a policy on the use of temporary buildings.	February 1997
3. The board approves a policy on temporary buildings.	March 1997

FISCAL IMPACT

The planning department can establish a policy within the resources of the existing budget.

School Attendance Zones

CURRENT SITUATION

In the face of changing demographics, school districts use attendance boundaries to avoid overcrowding and ensure racial integration.

HISD has attained unitary status, which means the district is no longer under a court order to desegregate its schools, but must still be mindful of the potential effects on racial segregation when adjusting attendance boundaries. HISD did not regularly change attendance boundaries until 1991, when the district began to review and modify boundaries annually to achieve the following operational objectives:

- To create boundaries for new schools,
 - To manage overcrowding and eliminate enrollment caps when possible,
 - To respond to demographic shifts in the population,
 - To improve the geographic relationship between the student's residence, the school, and potential pedestrian hazards.
-

FINDING

A significant number of school attendance zones were revised in 1991 with less significant revisions occurring in the following years to reflect new construction from Phase A of the capital program. The Enrollment and Demographic Committee believes that changing attendance boundaries is not something to be taken lightly. No boundary changes were made for 1995-96 because the committee hoped the planned construction under the Phase B program would eliminate the need for additional adjustments.

COMMENDATION

HISD is to be commended for its annual review of attendance boundaries to maximize the use of school buildings and to avoid overcrowded conditions.

Attendance Policy

CURRENT SITUATION

HISD has a magnet school program, which affects the attendance patterns at some schools. Beyond that, the attendance zone policies, as well as policies on enrollment caps set by the Enrollment and Demographic Committee, have a major effect on attendance at individual schools.

Beginning in January of each school year, the Enrollment and Demographic Committee solicits input from area district superintendents on projected attendance levels for the coming school year. The superintendents, with input from an area attendance committee, makes recommendations to the Enrollment and Demographic Committee. After additional consultation with the area district, the committee recommends attendance boundary adjustments or enrollment caps to the board of education. These recommendations must be approved by early spring so they can be instituted by fall of the next school year.

FINDING

Parts of some area districts are becoming so crowded that attendance boundary adjustments are not in themselves capable of solving problems. Another factor that affect attendance patterns is the school calendar.

School districts such as San Diego Unified in California, Cherry Creek in Colorado, and Buena Vista in Virginia have shown that multi-track year-round calendars can reduce facility needs by as much as 25 percent. A school built for 750 students can handle an attendance of 1,000 since at any one time a quarter of the students will be on vacation. The reduction in need for additional facilities reduces maintenance and operation costs per student and pressure for new buildings.

The multi-track year-round (MYR) calendar also can benefit the educational program. The MYR calendar reduces the time between school terms and therefore increases the student's retention of academic retired from one term to the next.

A major drawback to the MYR calendar is the perceived effect it has on family schedules due to a perceived lack of support services such as day care and summer programs. However, in large metropolitan areas like Houston, the resources are typically numerous enough to absorb this effect.

Other districts report other effects from a MYR calendar. Teachers often say they are being deprived of an important vacation benefit. Scheduling classes and rooms, especially at the high school level, can be challenging. Teachers will not always have their own classroom. Student participation in sports and other seasonal activities may have to be accomplished during vacation periods. Intercession or vacation programs will require additional planning. The San Diego County Office of Education, which has successfully converted the majority of its schools to the MYR calendar, has published a planning guide which speaks to these issues and others.

The review team acknowledges that some school districts have not successfully implemented a year-round calendar. The year-round approach is a major change that affects all participants, administrators, teachers, staff, parents, and students. For any major change in a system to be successful, careful planning must clearly state the priorities, goals and processes for changes. The planning must include all participants and must be well communicated to the community at large.

RECOMMENDATION 96:

Implement a multi-track, year-round calendar at 10 percent of the elementary schools in HISD.

The schools chosen to implement the MYR calendar should be ones where the teachers and parents choose this option. Teacher/parent committees should be established to address issues of intercession programs and support services. Teachers should be given the option to work more weeks each year, thereby earning more pay to offset the loss of the summer vacation benefit.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board appoints a School Calendar Committee comprised of the superintendent, administrators, teachers, parents, and community members.	Spring 1997
2. The School Calendar Committee studies alternative school calendars including a multi-track year round schedule and makes recommendations to the board based on the efficient use of school facilities. The committee develops a process for educating teachers and parents about the benefits and planning procedures of a MYR calendar.	1996-97
3. The board approves a school calendar that optimizes the use of school facilities and authorizes the School Calendar Committee to identify schools that will implement the new calendar.	1997-98

FISCAL IMPACT

The committee function can be accomplished with current resources. By implementing a year-round calendar, the district can realize a substantial cost avoidance.

If 10 percent of the elementary schools in HISD were to institute a MYR calendar, there could be a 25 percent reduction in the facility needs of

these schools. The following calculation indicates the cost avoidance HISD could realize in facility needs.

Existing, permanent, total gross square footage of HISD elementary schools	8,249,930 S.F.
Space need avoided (10 percent of schools x 25% of gross square footage)	206,248 S.F.
Cost Avoidance 206,248 S.F. @ \$70 per S.F.	\$14, 437,360

This equals a cost avoidance of two new elementary schools based on the cost estimates used in the Phase B Project Renewal program.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Implement Year-Round Schools	0	\$14,437,360	0	0	0

Chapter 5:

C. FACILITIES DESIGN AND CONSTRUCTION

This section reviews HISD's facilities design and construction program. The functions covered are:

- Organizational Structure
- Facilities Needs Assessment
- Facilities Design
- Facilities Construction
- Costs

INTRODUCTION

The mission of the typical construction management department is to provide new and modernized facilities that meet the needs of students at the lowest possible cost. The specific goals of a construction management department are:

- To establish a policy and a framework for long-range facilities planning;
- To provide valid enrollment projections on which to base estimates of future needs for sites and facilities;
- To select and acquire proper school sites and to time their acquisition to precede actual need while trying to avoid wasting space;
- To determine the student capacity and educational adequacy of existing facilities and to evaluate alternatives to new construction;
- To develop educational specifications that describe the educational program and from which the architect can design a functional facility that matches the needs of the curriculum with the potential to enhance and reinforce the education the district desires for its students;
- To secure architectural services to assist in planning and constructing facilities;
- To develop a capital planning budget that balances facility needs, expenditures necessary to meet those needs, and how expenditures will be financed;
- To translate satisfactorily the approved architectural plans into a quality school building and to do so within the budget and time scheduled; and

- To establish and carry out an orientation program so that users of the facility can better understand the design rationale and become familiar with the way the building is supposed to work.

The basis for addressing the educational and facility needs for HISD is defined in the foreword of the Project Renewal green book:

If we wish to provide a suitable, safe, and successful learning environment for today's children and for those of the next century, we must give immediate attention to the infrastructure of the public schools in our city. Our schoolhouse is in critical need of immediate repair modernization, expansion, and general upgrading to meet the changing educational needs of an advanced, technological and sophisticated society. Children must be instructionally challenged in the most stimulating, motivating, and exciting environment that is possible for our community to provide. We simply cannot permit our school/houses to deteriorate structurally and then expect the program that is delivered within a dreary, dismal, overcrowded or obsolete setting to bring children to their maximum level of potential.

The green book describes a multi-phase program for renovation, modernization and new construction of all HISD facilities. The Phase A bond issue of \$371.2 million was passed in 1989, funding 13 new schools and modernizing 85 schools. One hundred fifty-three schools received discretionary funds for site-based improvements. Phase A construction is nearing completion. The Phase B bond issue for \$390 million failed in May of 1996. This bond was to have funded 18 new schools and 84 modernizations. The name Project Renewal was changed to Schools to Standards for Phase B. This name change occurred at the same time the City of Houston was promoting a program called Neighborhoods to Standard.

Organizational Structure

CURRENT SITUATION

Based on information obtained during review team visits, the organization of the Bureau of Construction Management is shown in **Exhibit 5-12**. It should be noted that the district adopted a new organization structure in September 1996, but these changes had not been fully implemented at the time of this report.

Exhibit 5-12

HISD Bureau of Construction Management Organization

Source: HISD

FINDING

The Bureau of Construction Management must interact with other departments provide quality facilities that meet student needs at the lowest possible cost. HISD's facility planning process involves the Office of Data Management, the Enrollment and Demographics Committee, Facilities Management and Operations, the district administration, and the Bureau of Construction Management.

Yet the relationship between the Bureau of Construction Management and Facilities Management and Operations is difficult because they are separated by both physical location and in their respective funding and operations. While there has been some coordination between them, their functions are autonomous.

The Facilities Management and Operations Department has a roofing crew that repairs and replaces roofs. HISD does not competitively bid roof repairs to determine whether in-house crews are less expensive than outside contractors. The Bureau of Construction Management is staffed with professional architects better qualified to devise plans and specifications that could be used to bid this work to sources outside HISD.

Phases A and B of Project Renewal identified needed improvements that are actually deferred maintenance issues, but the Bureau of Construction Management is responsible for administering this work. Examples include roof repairs at Helms Elementary School, interior paint (minor) at Frost Elementary, window repair at Burros Elementary School and a security gate replacement at Edison Middle School.

Facilities Management and Operations has had field experience with building components installed in Phase A that are substandard and not performing properly, and the Bureau of Construction Management has the responsibility for rewriting specifications to weed out poor performing components. Because Facilities Management and Operations and the Bureau of Construction Management are separate entities, there is a greater possibility of poor communication between the two. This separation could easily allow Facilities Management and Operations to

identify substandard building products or systems without communicating the information to the Bureau of Construction Management.

The Bureau of Construction Management is responsible for overseeing the design of new and renovation projects. However, Facilities Management and Operations is understaffed and does not have adequate opportunity to review the construction documents to assess compatibility with existing systems and building conditions. Facilities Management and Operations has the largest information base on existing buildings and system problems, however, and an insufficient review may mean that existing facility problems could be easily overlooked or perpetuated.

RECOMMENDATION 97:

Coordinate the efforts of the Bureau of Construction Management and Facilities Management and Operations by redefining roles and responsibilities.

Earlier in this chapter, a recommendation is made to consolidate the Bureau of Construction Management and Facilities Management and Operations. In addition, the following processes should be addressed:

- Establish a review process for analyzing what work should be contracted out and what work should be in house.
- Establish a review process for establishing what work is considered to be maintenance and what work is capital improvement requiring plans, specifications and bids.
- Provide a computer-aided drafting program for all new and existing facilities.
- Establish an in-house review process for all major renovation and new construction projects that involve personnel who have the most knowledge associated with the particular project.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Assistant superintendent to include the above issues when preparing the combined organizational structure.	Spring 1997
2. Facilities Management and Operations and Bureau of Construction Management to implement the above procedures regardless of the status of departmental consolidation.	August 1997

FISCAL IMPACT

Including specific Bureau of Construction Management issues in the departmental consolidation can be accomplished by existing staff.

Facilities Needs Assessment

CURRENT SITUATION

The HISD Project Renewal green book identifies categories of needs and recommendations for renovation and modernization. Some of these needs were fulfilled during Phase A and the remainder were identified as planned improvements in the Phase B Schools to Standard program. All of the proposed needs and improvements were based on a visual walk-through of each facility involving of school administrators, Bureau of Construction Management staff and HISD consultant architects and engineers. Then the proposed needs and improvements were published in the Project Renewal books.

FINDING

The needs and planned improvements identified under Phase A of Project Renewal were prioritized on individual school criteria and not based on a district standard evaluation format. Each school ranked its priority needs independently from any other school. This evaluation system only identified priority needs and did not compare individual school conditions with all other HISD schools.

This process does not provide a measurable standard to evaluate conditions. For example, flooring conditions at Blackshear Elementary built in 1914 and Herrera Elementary built in 1992 may both be poor. However, the current evaluation system does not identify which needs are greater than the other. The existing system also does not rank schools from worst to best based on measurable standards.

RECOMMENDATION 98:

HISD should conduct a complete evaluation of facilities using a comprehensive evaluation format.

The evaluation should consider the following items: structural design and integrity; mechanical systems; electrical systems; finishes; life safety; ADA specifications; educational suitability; overcrowding/enrollment; and site adaptability.

Upon completion of a standard evaluation, all facilities should be prioritized based on a districtwide ranking.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Bureau of Construction Management completes a facilities evaluation as soon as possible.	Spring 1997
2. Upon completion of the evaluation, the Bureau of Construction Management reevaluates Phase B budget and reprioritizes planned improvements.	1996-97 Year

FISCAL IMPACT

The cost of conducting a facilities evaluation would be approximately \$200,000. This projection is based on an average cost of \$750 per elementary school, \$1,000 per middle and alternative school and \$1,500 per high school.

Recommendation	1996	1997	1998	1999	2000
Facility Evaluation	(\$200,000)	0	0	0	0

FINDING

The planned improvements identified under Phase B of Project Renewal consist largely of deferred maintenance such as roof repairs, exterior painting or window repair, and damaged bleachers. The cost for Phase B planned improvements is approximately \$142 million for 84 schools. Many of these schools were built before World War II: Blackshear Elementary (1916), Briscoe Elementary (1928), Burrus Elementary (1926), Crawford Elementary (1917), DeZavala Elementary (1920), Lee Elementary (1921), Hamilton Middle School (1919), Smith Middle School (1913), and Davis High School (1925).

The \$142 million allocated for planned improvements distributed over a broad range of schools would not adequately modernize any of these schools, or adequately upgrade the 84 facilities to current code, life safety and educational standards. This Band-Aid approach can even waste money if, in the near future, more upgrades are required that negate the immediate improvements.

Because the planned improvements must now be postponed, it is likely that individual school priorities have shifted. Changes can significantly

change budget requirements. There is not a district process in place to evaluate or upgrade.

RECOMMENDATION 99:

Completely upgrade highest need facilities on a planned schedule.

Facilities receiving the highest priority should be funded first and completely upgraded. For example, the 234 facilities should be ranked 1 to 234 based on need, and those facilities that fall below the funding level should wait until additional funds are available.

If HISD passes a bond as proposed in Phase B of Project Renewal, 34 to 38 elementary schools could be completely renovated with the proposed \$142 million allocated for partial renovations.

When a school is completely renovated, the money that would normally be allocated from the general fund for maintenance could then be reallocated to other schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Bureau of Construction Management conducts Building Condition Evaluations according to previous recommendations.	Spring 1997
2. Bureau of Construction Management ranks all schools based on evaluations.	May 1997
3. Bureau of Construction Management and Facilities Management and Operations begin upgrade of projects with highest ranked schools.	June 1997

FISCAL IMPACT

The renovation of existing schools is estimated to cost an average of:

- \$4 million per elementary school
- \$7 million per middle and alternative school
- \$12 million per high school

Long-term plans should provide a budget to renovate all schools on a 30-year plan, which will require an expenditure of approximately \$40 million per year. Because this recommendation is a simple reallocation of budgeted resources, the district will incur no additional cost.

Current conditions in HISD, however, will require immediate attention for the highest need facilities. As proposed in Phase B, \$142 million would completely renovate the 12 percent of facilities that show the highest need.

HISD should use excess fund balances of approximately \$56 million, identified in Chapter 7 of this report, to address the most critical needs.

Facilities Design

CURRENT SITUATION

HISD, during Phase A, contracted with about 75 architect/engineer firms and three construction managers. The specifications produced by the architect/engineer firms were based on a design manual created by HISD. The new facilities designed by the architect/engineer firms consisted of one prototype middle school plan, two nonprototype high school plans, three prototype elementary school plans, and two elementary school plans that could be used as prototypes.

A prototype design is a design that conforms to the design guidelines developed by HISD and in which educational specifications can be adopted for multiple buildings. A nonprototype design is based on specialized educational specifications and would not be used more than once.

FINDING

Contracting with 75 architectural firms and three construction managers during Phase A caused numerous problems. For example, the Bureau of Construction Management had too many points of contact and too many different sources of responsibility and liability. In addition, the Bureau of Construction Management had to repeatedly teach the same lessons to many firms, wasting energy, time, and money.

RECOMMENDATION 100:

HISD should define standards for professional consultants to use when designing and building schools.

Strong standards will ensure the competence of professional consultants and may reduce the number of firms selected. This will improve the ability of HISD to manage projects.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Bureau of Construction defines standards.	January 1997
2. The Bureau of Construction Management selects firms for future contracts in accordance with defined standards.	February 1997 Ongoing

FISCAL IMPACT

Savings of .5 percent of construction costs from Phase B would not be unreasonable, and would be about \$1.9 million. This savings would not be gained until passage of any further bonds.

FINDING

Design manual specifications have been streamlined and refined. The original manual was more of a performance specification, which is a specification based on certain qualities of products. This type of specification allows many manufacturers' products to be used for each item throughout the district. For example, 10 different types of paper towel dispensers may be in restrooms throughout the district. This type of specification requires Facilities Management and Operations to stock 10 different types of products as well as 10 different repair parts. This approach worsens operations dramatically when more complicated building components are considered such as air conditioners, boilers and chillers.

Currently, each architectural firm writes its own specifications for the elementary school prototype based on the HISD design manual. This allows different specifications to be written that may have different problems. HISD also provides predetermined front-end documents in the specification package such as a bid form, Equal Employment Opportunity statements and information, general and supplementary conditions, and bond and insurance requirements.

RECOMMENDATION 101:

HISD should streamline the design manual and emphasize consistency or standardization.

The district should change the design manual where practical to allow either one or two manufacturers of products for each item. (For example, lockers, toilet accessories, plumbing fixtures, mechanical units, bleachers, and food service equipment.) This standardization will save costs over

time because excessive parts stocking will not be required, and training on the repair of multiple types of equipment will not be necessary.

Products approved in the design manual should be proven products of performance from Phase A construction. These products also should have been reviewed and approved by Facilities Management and Operations.

HISD should extend the concept of predetermined specifications beyond the front-end documents. The specifications for the chalkboards, tackboard and marker boards could be standardized to a single specification section and given to all of the architect/engineer firms. For instance, if there are 25 projects and 25 architect/engineer firms, this would eliminate recreating the same specification 25 times with 25 different interpretations and 25 different possibilities for error.

This system also would allow changes or corrections in the specifications to be performed once. This concept is no different than an engineer or architect using the same specification over and over. This standardization also could eliminate costs in fees due to reduced work required in writing specifications. This canned specification concept would eliminate the need for HISD to review each specification section from each designer to ensure it satisfies the design manual.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Bureau of Construction Management updates the design manual and review approved products that would be appropriate for standardization.	January 1997
2. The bureau updates prospective architects/engineers on future work roster on the specification writing process.	Spring 1997
3. The bureau adjusts its Requests for Proposals and contracts to advise architects/engineers of their responsibility to maintain specifications at the architectural/ engineering level.	Ongoing

FISCAL IMPACT

Direct cost savings could be gained from lower architectural/engineering fees and indirect cost savings could be gained from less HISD personnel review and administration time. Savings of \$2,000 - \$3,000 per project over \$1 million would be reasonable. Based on an estimated 30 projects per year (as performed during Phase A construction), the savings would equal \$75,000 per year.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Use Standardized Design Manual	\$0	\$75,000	\$75,000	\$75,000	\$75,000

FINDING

HISD is re-evaluating the estimated costs of two new high schools designed under Phase A and to be constructed under Phase B. This will require additional in-house costs for the Bureau of Construction Management review as well as additional costs for redesign fees. Currently, HISD requires cost estimates to be conducted by HISD-approved cost estimators hired by the architect/engineer. This cost estimate is considered an additional fee to each architectural/engineering contract.

Value engineering is a review process that identifies areas of cost savings early enough in the design to make changes and adjustments in the construction documents without re-design fees. Value engineering is not required during HISD's design phase. This lack of value engineering early in a project results in higher costs during construction.

A state of Washington study concludes that every \$1 spent on value engineering saves \$12 in construction costs. The value engineering guidelines of the Washington's Office of the Superintendent of Public Instruction identifies specific scope, format and dollar limits of projects that should use value engineering.

For example, a school district in north central Washington paid \$14,200 for a value engineering report, reducing the final construction cost by \$180,000.

RECOMMENDATION 102:

HISD should develop a value engineering process.

The process should be conducted by an independent consulting team comprised of architects, mechanical and electrical engineers, landscape engineers, educational specialists, cost estimators and any other necessary professionals. The value engineering process should be conducted early in design development when enough design information is available to determine costs accurately.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Bureau of Construction Management develops a value engineering process using the two new high school designs as examples.	Spring 1997
2. District issues high school architectural/engineering contracts including provisions that require the architect/engineer to participate in value engineering process.	Ongoing

FISCAL IMPACT

A typical value engineering fee should be \$10,000 to \$15,000 per project over 25,000 square feet. This could result in significant long-term savings. For example, if Phase B of Project Renewal had been approved, there would have been an approximate savings of \$10 million. Although this appears to be a cost savings, the savings are redirected to other capital improvements.

Eliminating cost estimating fees from architectural/engineering contracts would result in a savings of approximately .5 percent of construction costs or \$710,000 for Phase B.

Facility Construction Costs

CURRENT SITUATION

The budget for Phase A of Project Renewal included \$7.7 million that could be used by schools at their discretion. The money in this discretionary budget was allocated at the rate of \$50,000 for elementary schools, \$100,000 per middle school and \$150,000 per high school. Phase B of Project Renewal included a budget of \$10.3 million for these individual school priorities. There were no published guidelines regarding these funds available for review, but the Bureau of Construction Management indicated that these funds were to be used by individual schools for emergency building project improvements as determined by school administrators and committees.

In Phase A, these funds were distributed districtwide to schools not scheduled to receive any other improvements. The Phase B proposal would have distributed these funds to all schools, whether they received discretionary funds during Phase A or had received significant modernizations.

HISD constructed 15 new schools and renovated or remodeled 85 schools under Phase A of Project Renewal. The new schools consisted of 13 elementary schools which were one of four different prototypes, one

middle school and one K-8 school. The structural components of the building are concrete floors/foundations, steel columns, steel beams, steel roof deck and joists and steel stud infills. The exterior is faced with brick veneer and stucco finish systems. The interior finishes are carpet, vinyl composition tile (VCT), and terrazzo floors, painted gypsum wall board walls, plastic laminate corridor wall panels, and acoustical suspended ceiling systems shown in **Exhibit 5-13**. The average construction cost of all 11 elementary schools is \$57.15 per square foot. The cost of the middle school is \$71.93 per square foot. The cost of the K-8 school is \$68.11 per square foot.

**Exhibit 5-13
Project Renewal New School Building Costs - Phase A**

School	Area	Construction Cost	Cost/SF
Milne ES	79,000 SF	4,492,480	56.9
Davila ES - Ia	78,893 SF	4,243,656	53.8
Benavidez ES - IIa	76,359 SF	4,113,084	56.6
Bush ES - Ib	77,400 SF	4,380,171	56.6
Crespo ES - IIb	77,400 SF	4,609,067	59.6
Gallegos ES - IIIb	77,400 SF	4,751,977	61.4
Shadowbriar S - Ic	77,560 SF	4,325,847	55.8
Garcia ES - IIc	77,560 SF	4,311,142	55.6
Herrera ES - IIc	77,560 SF	4,252,165	54.8
Lyons ES - IVc	77,560 SF	4,204,550	54.2
R. Martinez ES - Id	76,741 SF	4,423,222	54.6
Carrillo ES - IId	76,741 SF	4,666,393	60.9
C. Martinez ES - Ie	78,109 SF	4,846,911	62.1
Total Elementary:	1,008,283 SF	54,620,665	57.2
W.I. Stevenson MS	164,452 SF	11,829,625	71.9
The Rice School	170,181 SF	11,591,715	68.1
Total Middle, K-8:	334,633 SF	23,421,340	70.0
Grand Total:	1,342,916 SF	\$81,042,005	\$60.4
<i>Elementary School Average Cost/SF = \$57.15</i>			
<i>K-8 School Cost/SF = \$68.11</i>			
<i>Middle School Cost/SF = \$71.93</i>			
<i>Average Cost/SF All Schools = \$60.35</i>			

<i>I - Prototype Design</i>
<i>II, III, IV - Prototype Repeat Projects</i>

Source: HISD Bureau of Construction Management

FINDING

HISD contracted with an independent consultant to provide plans, specifications and bid documents for administration of the discretionary funds budgeted in Phase A. These funds were used for items such as carpet, landscape, marquees, stage curtains, and other nonemergency improvements.

This use of discretionary money is not consistent with the priority goals in the Project Renewal Green Book. Some schools receiving discretionary funds in Phase A are also scheduled to receive money for major renovations under potential subsequent phases; these schools include such as Douglas Elementary, Holland Middle School and Williams Middle School. If Phase B had been approved, these schools would have received \$926,929, \$1,193,121 and \$2,575,244, respectively.

This can cause wasted dollars if renovation work requires removal of work done with discretionary money. For example, if the discretionary money is spent for floor, wall and ceiling finishes and future phase renovations include major electrical, mechanical or plumbing work that would require selective demolition of floors, walls, and ceilings, the original work provided by discretionary money would be destroyed and wasted. It is extremely difficult to avoid such scenarios.

RECOMMENDATION 103:

HISD's policy for the distribution of discretionary funds in any future bond proposals should be clarified to avoid waste and guide the appropriate use of this money.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent drafts a policy specifying how discretionary money may be used.	November 1996
2. The superintendent presents policy to board for adoption.	December 1996

FISCAL IMPACT

Adopting this policy should have no immediate fiscal impact on the district.

FINDING

R.S. Means 1996 cost estimating edition estimates that average elementary schools in Houston should cost \$65.14 per square foot. The HISD average construction costs for elementary schools is 12 percent less than this figure.

The structural components of the buildings, which are steel, concrete, and masonry, are quality materials and will provide a long useful life of 75 to 100 years. The structural framework of the new facilities is a post and beam system. This type of system provides flexibility for any future renovations and relocation of interior walls.

The wall surfaces in these schools are typically plastic laminate panels and concrete masonry units in corridors and gypsum wall board with paint or wall paper in classrooms. The ceilings are typically suspended acoustical ceilings or gypsum wall board and paint. These wall and ceiling surfaces are adequate for these schools.

The floors are typically either vinyl composition tile, carpet or terrazzo. Carpet and vinyl composition tile installed at high use areas in some of these schools, such as Herrera Elementary, are failing prematurely. The life cycle cost of carpet and vinyl composition tile in corridors is high compared to terrazzo, which means the long-term costs of carpet and vinyl composition in high use areas such as corridors are higher.

New schools built under Phase A of Project Renewal do not have the infrastructure to support technology such as computer networking, video distribution and phone systems. Installation of these systems in the future will cost more due to the absence of this infrastructure.

Several existing facilities have a high quality of aesthetic value from the exterior but have average, traditional interior designs. The cost of new schools that have and do not have innovative interiors are about the same. For example, Clemente Martinez Elementary cost \$62.05 per square foot and Gallegos Elementary cost \$61.39 per square foot.

RECOMMENDATION 104:

When constructing or renovating facilities, HISD should use materials that increase the useful life of facilities, are aesthetically appealing and instructionally stimulating.

Some specific suggestions include:

- Using terrazzo floors at all high traffic areas.
- Designing interior spaces with more aesthetic appeal.
- Providing the infrastructure for future technology.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Bureau of Construction Management develops guidelines for designing and constructing new school facilities and renovations.	Ongoing
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FISCAL IMPACT

There is no cost to implement this recommendation.

Chapter 5:

D. EDUCATIONAL ENVIRONMENT OF INSTRUCTIONAL FACILITIES

This section deals with the relationship between the physical environment of the school facility and the learning process. The Council of Educational Facility Planners, International (CEFPI) has identified the following environmental features as those with potential to enhance learning:

- The physical environment reflects the community needs (dedicated space for parental use, structural designs committed to community utilization.).
- The facility adapts to the users' needs (range of illumination available, adequate storage, flexible learning environments.).
- The facility encourages staff professionalism (work areas equipped with appropriate equipment and materials, professional space available.).
- The facility allows effective communication (technology systems, degree of openness.).
- The facility creates a positive behavior setting (natural environments, space for informal dialogue, adequate corridor space, appropriate use of colors.).
- The facility accommodates a variety of learning styles (space for hands on learning, spaces for individual work.).

To assess HISD's educational environment, the following areas were reviewed: district educational program requirements; educational specifications for new and renovated facilities; and the educational suitability of existing, new and planned facilities.

District Educational Program Requirements

FINDING

Educational program requirements for HISD are outlined in a series of scope and sequence manuals divided by grade level groupings. These manuals are prepared by the HISD Curriculum Department. The manuals are organized by subject area for each grade and semester. Learning goals are defined for each area.

Subject area directors are involved in the facility planning process on facility planning committees and the review of plans for new and renovated facilities. Technology requirements coordinated through the Office of Technology and Information Systems and in the district's Technology Infrastructure Plan, completed in November 1994. Special programs such as magnet schools and alternative programs, define their program needs independently and are involved in facility improvements at the campus level.

Educational program requirements exist and are available for use by the facility planning committees. Curriculum personnel at both the district and campus levels are involved in the planning for school facilities through facility committees. The materials are general in nature, allowing for a variety of teaching and learning styles to be incorporated into each facility design.

COMMENDATION

The district is commended for providing program goals and a technology infrastructure plan to guide facility planning committees, and for including curriculum personnel in the planning process.

Educational Specifications for New and Renovated School Facilities

CURRENT SITUATION

Educational program requirements for new school facilities are coordinated through the Bureau of Construction Management as long-range facility plans are developed. Standard educational specifications exist for middle and elementary schools. An architectural firm developed these documents as a prototype. District staff provide input into the development of the educational specifications and are included in the planning for each school. A master plan and program design document exists for each of the new high schools planned in Phase B. As with the standard middle and elementary school documents, these were prepared by architectural firms associated with each project.

The process for developing the elementary and middle school educational specifications consisted of a basic outline presented to district staff. The specifications document outlines the basic program for all new facilities and is used by architects and district and campus building committees.

FINDING

HISD's standard educational specifications for elementary and middle schools does not allow for variation in educational programs from school to school.

Educational specifications should alert design professionals to the educational program each facility should accommodate. Components of a model specification include:

- The reason the project is being done;
- A description of the community being served;
- A description of the education programs, instructional methods and their design implications; A departmentalized curriculum may require a science wing while an integrated curriculum would have science rooms throughout aschool;
- General building considerations including accessibility, circulation, traffic patterns, building security, communication systems and community usage; and
- A summary of space requirements such as number of classrooms, bathrooms, libraries and the like.

In addition, HISD's process for developing its guidelines involved school staff reviewing a prepared document. Consequently, the users only react to the guidelines instead of helping to develop true educational specifications.

RECOMMENDATION 105:

The district should develop guidelines for preparing educational specifications for each new school and/or modernization.

The guidelines should establish standards such as a minimum class size and minimum physical education facilities, but still allow flexibility for educational program differences. Educational specifications should then be prepared to meet the specific needs of particular schools The development of educational specifications should include the input of staff, administrators, students and parents. An architect or educational consultant should guide the process and develop consensus among the differing groups.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Bureau of Construction Management develops standard guidelines for elementary, middle, and high schools to include: <ul style="list-style-type: none">• the role of the bureau the project architect and	Spring 1997
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<p>the educational specification committee in the development of educational specifications;</p> <ul style="list-style-type: none"> • components to be included in the educational specification document such as project rationale, community description, planned educational program, and instructional area descriptions; • the essential facility components that each school must include such as libraries, gymnasiums, administrative space and classrooms; and • space planning guidelines. 	
<p>2. District administrators appoint educational specification committees for each school project. Committee members to include personnel representing the school, Bureau of Construction Management, Facilities Management and Operations, district administration, students, the project architect, and community members.</p>	<p>Ongoing</p>
<p>3. Educational specification committees complete documents for each new project and/or modernizations</p>	<p>Ongoing</p>

FISCAL IMPACT

This recommendation can be accomplished with current Bureau of Construction Management staff.

Educational Suitability Level of Existing, New and Planned Facilities

The educational suitability of new facilities completed in Phase A is shown in **Exhibit 5-14** below. Educational suitability measures a school facility's ability to improve the educational program. Categories of suitability for a school include:

Providing appropriate types of spaces - Does the facility have all spaces necessary, such as laboratories and music rooms, to carry out the program?

Relationship of spaces - Does the physical relationship of different rooms support the overall educational program?

Accommodation to current grade level - Is the facility planned for the age of students that will be using it?

Security and ease of supervision - Does the configuration, lighting and other features facilitate supervision and security?

Capacity for technology - Does the facility include the infrastructure to support the desired level of technology?

Individual room spaces are evaluated for suitability based on:

- Room configuration
- Instructional aids such as whiteboards, projector screens, and built-in furniture.
- Lighting
- Acoustics
- Ventilation
- Accessibility
- Amount of space.

Each of the cited suitability factors were rated by a review team panel of educators, architects and other design professionals on a scale of 1-5, with an overall score of 5 indicating the facility:

1. provides all physical components of the educational program,
2. the physical relationship of the spaces makes sense,
3. was designed for the grade levels currently housed,
4. is easy to supervise in all areas of the building, and
5. is capable of accommodating the school's technology needs.

An overall score of 1 would indicate that none of the above are met with gradations of 2 to 4 indicating the degree to which they are met.

Exhibit 5-14

Educational Suitability of Selected New School Facilities

School	Provision of Appropriate Type of Space	Relationship of Space	Accommodation of Current Grade Level	Security and Ease of Supervision	Capacity for Technology	School Avg.	Total Avg.
Milne	3.0	3.0	5.0	5.0	2.0	3.6	
Benavidez (prototype a)	3.0	3.0	5.0	4.0	2.0	3.4	
Gallegos (prototype b)	4.0	4.0	5.0	4.0	3.0	4.0	
Herrera (prototype c)	4.0	4.0	5.0	4.0	3.0	4.0	

C. Martinez (prototype)	4.0	4.0	5.0	5.0	3.0	4.2	
Rice (Univ. co-op school)	5.0	5.0	5.0	4.0	4.0	4.6	
Average (total)	3.8	3.8	5.0	4.3	2.8		4.0

Note: Ranking scale for each question: 1 -5, where 5 indicates excellent and 1 indicates unacceptable.
Source: Review team visits, August 1996.

The schools' ratings varied, with the average overall rating of 4.0 indicating a good level of educational suitability.

A random sample of existing schools in 10 area districts at the elementary and secondary levels were reviewed for suitability using the same format. **Exhibit 5-15** below shows the results.

Exhibit 5-15

Educational Suitability of Selected Older School Facilities

	Provision of Appropriate Type of Space	Relationship of Space	Accommodation of Current Grade Level	Security and Ease of Supervision	Capacity for Technology	School Avg.	Total Avg.
Elementary Schools							
Alcott	5.0	4.0	5.0	5.0	4.0	4.6	
Briargrove	3.0	2.0	5.0	3.0	2.0	3.0	
Carnegie	2.0	2.0	5.0	3.0	1.0	2.6	
Crawford	4.0	3.0	3.0	3.0	4.0	3.4	
Janowski	2.0	4.0	3.0	2.0	3.0	2.8	
Kolter	3.0	3.0	3.0	5.0	2.0	3.2	
Average (total)	3.2	3.0	4.0	3.5	2.7		3.3
Middle Schools							
Burbank	3.0	3.0	1.0	1.0	2.0	2.0	
Clifton	3.0	4.0	5.0	2.0	2.0	3.2	
Hogg	3.0	2.0	3.0	2.0	1.0	2.2	
Jackson	2.5	2.5	3.0	2.0	3.0	2.6	

Average (total)	2.9	2.9	3.0	1.8	2.0		2.5
High Schools							
Davis	4.0	4.0	5.0	4.0	2.0	3.8	
For Heath Professions	4.0	3.0	3.0	3.0	4.0	3.4	
Average (total)	4.0	3.5	4.0	3.5	3.0		3.6

*Note: Ranking scale for each question: 1 - 5, where 5 indicates excellent and 1 indicates unacceptable.
Source: Review team visits, May 15-16, 1996.*

The schools' ratings varied, and averaged 3.3 for elementary, 2.9 for middle, and 3.6 for high schools.

FINDING

The educational suitability of new district schools averaged 4.0, indicating that each facility has a positive effect on the educational program, which should be expected from new facilities. The suitability ratings of the existing schools indicated a wide variety among schools.

- Scores varied among the new schools on both the provision of appropriate type of space and the relationship of space, indicating a lack of standards in the planning process. The Rice School, planned cooperatively by district personnel, university personnel and community citizens, scored the highest in both categories.
- The capacity for technology was low at most schools, with new facilities scoring about the same as older schools.
- The security and ease of supervision in middle schools appears to be a factor that needs to be addressed.

RECOMMENDATION 106:

The district should conduct a suitability study of all campus facilities and develop a plan to upgrade all schools to a suitability level that enhances the educational program.

HISD should seek to attain a suitability rating of at least 4 (or good) in each school, so that the district will be working toward providing schools that are designed, organized and equipped to improve the educational program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Bureau of Construction Management conducts	Fall 1997
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suitability analyse of all district facilities	
2. Facilities Management and Operations and the Bureau of Construction Management develop long-range plan for suitability upgrades	Spring 1998
3. The assistant superintendent implements upgrade plan	1997-98

FISCAL IMPACT

A detailed facility analysis can be completed at an average cost of \$250 per elementary school, \$375 per middle school, and \$500 per high school.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Suitability analysis	(\$72,500)	0	0	0	0

Chapter 5:

E. PLANT OPERATIONS AND MAINTENANCE

This section presents the results of the review of HISD's facilities management program. Functions reviewed include:

- Organizational Structure,
- Costs,
- Regular and Ongoing Maintenance,
- District Work Order System,
- Outsourcing of HISD Maintenance, and
- Custodial Operations.

INTRODUCTION

HISD operates 272 educational programs out of 256 facilities (177 elementary schools, 36 middle schools, 21 high schools, 22 alternative education schools/centers/programs) and numerous administrative and support facilities.

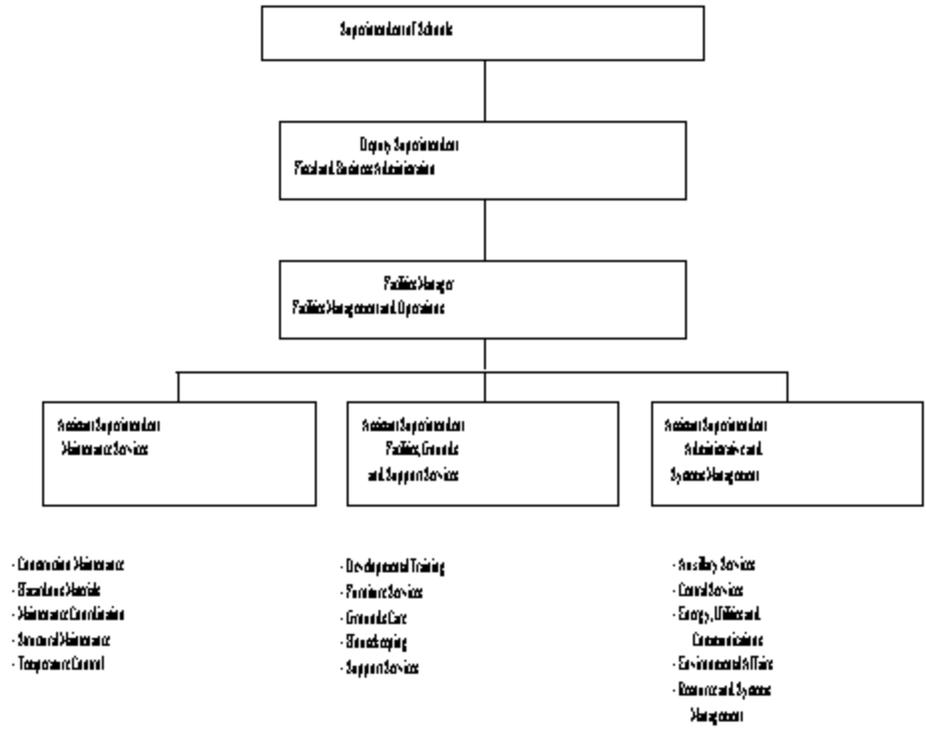
The mission of a typical school district facilities management department is to provide for a physical environment that enhances teaching and learning. The major ongoing activity in facilities management is referred to as Maintenance and Operations. The specific goals of a typical Facilities Management and Operations department are:

- to extend the life of facilities and maximize their potential use;
- to increase the facilities staff's productivity;
- to improve procedures;
- to select the most cost-effective methods for operations;
- to reduce and eliminate fire hazards;
- to improve and maintain the aesthetics of facilities;
- to manage an automated and integrated work control system that allows the analysis and audit of the operation and its functions;
- to implement programs to conserve energy; and
- to ensure the safety and security of buildings and people.

Organizational Structure

The organization of the Facilities Management and Operations Department, with the exception of food services and transportation as discussed in chapters, is shown in **Exhibit 5-16**.

Exhibit 5-16 HISD Facilities Management and Operations Department Organization



Source: HISD records, 1995-1996

Maintenance of the district's facilities is the responsibility of the each individual shown in the organization, except school custodians, who are supervised the school principals.

Exhibit 5-17 shows that HISD has 1,332 staff responsible for facilities maintenance, excluding 1,198 custodians who clean buildings daily.

Exhibit 5-17 HISD Facilities Maintenance Staff 1995-96

Title	Number Positions	Title	Number Positions
Asphalt Journeyman	5	Management Assistant	9
Assistant Superintendent	2	Manager I	44

Associate Superintendent	1	Network Communication Specialist	1
Cabinetmaker	2	Operations Coordinator	2
Carpenter	43	Operations Specialist	6
Centrex Operators	2	P.O. Specialist	1
Chemicals	1	Painter	13
Clerk	44	Parts Technician	17
Computer Operations Specialist	1	Planner	1
Computer Operator	2	Plant Operator	39
Coordinator	3	Plaster	5
Crew Member	228	Programmer	2
Crew Leader	35	Project Manager	8
Custodian	66 ^a	Project Monitor	3
Data Entry Clerk	24	Repairer	182
Director	11	Roofing Journeyman	10
Electrician	44	Safety Coordinator	1
Equipment Operator	28	Sandblaster	1
Executive Director	2	Secretary	14
Executive Secretary	2	Specialist	2
Expediter	1	Staff Trainer	1
Exterminator II	7	Technical Analyst Representative	1
Floor Tile Setter	7	Technical Writer	1
Foreman	86	Textbook Clerk IV	3
Helper	189	Training Coordinator	1
Insulator	6	Truck Driver	40
Inventory Reg. Clerk	1	User Support Specialist	2
Laundry Operator	2	Warehouser	36
Leaderman	25	Weed Control	3
Locksmith	7	Welder	6
Total Number All Positions : 1332			

Source: HISD Records, 1995-1996

^aDoes not include 1198 custodians assigned to school facilities.

Costs

Exhibit 5-18 shows HISD's Facilities Management and Operations costs per student are somewhat higher than comparable costs in other school districts. The district spends 14 percent more than the state average and 5 percent more than of the peer districts.

Exhibit 5-18
Plant Maintenance and Operations Cost Per Student
HISD and Other Texas School Districts

District	Plant Maintenance and Operations Cost Per Student
HISD	\$594
State Average	\$520
Selected Districts	
Dallas	\$560
El Paso	\$464
Fort Worth	\$567
Austin	\$493
Selected District's Average	\$521

Source: Bench Marks, Texas Research League, 1994-1995 Budgeted Amounts.

Regular and Ongoing Maintenance

CURRENT SITUATION

HISD's Facilities Management and Operations maintains district schools and support buildings from three locations. The three locations (North, South and McCarty) provide the personnel and supplies necessary to maintain all district facilities.

Exhibit 5-19 shows the distribution of responsibilities by trade for the three maintenance locations.

Exhibit 5-19
Responsibility Distribution by Trade
for HISD Maintenance Locations

Trade	North	South	McCarty
Alarms			X
Audio Visual Equipment			X

Carpentry	X	X	
Communications			X
Electrical			X
Flooring	X	X	
Gas Testing	X	X	
Hazardous Materials			X
Painting	X	X	
Plastering	X	X	
Plumbing	X	X	
Telephones			X
Temperature Control	X	X	

Preventive maintenance for HISD facilities, known as the Paint Program, consists of carpentry, lock repair and painting services provided schools on a three-year rotation. Crews performing the work are given four weeks to complete elementary schools and six weeks to finish secondary schools.

Exhibit 5-20 shows schools covered by the Paint Program for the North Maintenance section during 1995-96. The South Maintenance section performs similar routines for its assigned facilities. In total, about 20 percent of HISD facilities receive this service each year.

Exhibit 5-20

**Paint Program Schools
HISD North Maintenance Section
1995-1996**

Elementary Schools	Middle Schools
Allen	Clifton
Ashford	Fleming
Berry	Hamilton
Bowie	Long
Browning	Marshall
Coop	Sharpstown
Cunningham	M.C. Williams
Dow	
Durham	High Schools
Garden Oaks	Alamo Site

Highland Heights	Delmar Stadium
Holden	Sam Houston
Isaacs	B.T. Washington
Kashmere	West Operations
Kennedy	Wheatly
Osborne	
Scarborough	
Scott	
Sutton	
Travis	
White	

Source: HISD Maintenance Records.

Grounds maintenance for district facilities is performed by the Facilities Grounds and Support Services (FGSS). Members of the FGSS division perform lawn care, pressure washing, fence installation/repair, weed control, tree trimming, stump removal, parking lot striping and gutter/downspout cleaning.

FGSS is housed in four different locations throughout the district. The locations (north, south, east and west) each maintain 77 schools. With six crews per location, rotating grounds crews perform ground maintenance at each location, including auxiliary sites and vacant properties, every 16 working days.

Pressure washing and parking lot striping is performed when a work order is issued, while weed control is performed twice monthly.

Chapter 5:

FINDING

Twenty-seven older lawn mowers that were in disrepair and would normally be disposed of were exchanged by the FGSS for six new mowers, which eliminated the need to dispose of the older mowers.

COMMENDATION

The FGSS section should be commended for using a vendor trade-in program in securing new equipment.

FINDING

FGSS maintains up-to-date position descriptions, organizational charts, work procedures and other important information.

FGSS solicits input from schools, in the form of a survey, on the quality of work provided by maintenance crews. The surveys are filled out by school principals or their delegates and returned to the FGSS administrator for evaluation. Evaluations are performed monthly with corrective action taken or praise provided as appropriate.

COMMENDATION

FGSS is commended for its well organized and documented procedures and ongoing responsiveness to school principals by survey.

FINDING

The custodial staff repair program consists of regular training of campus-based staff and provides both the training and the opportunity for plant operators and certain custodial staff to perform minor maintenance tasks. This process eliminates the need for maintenance staff to respond to minor problems and provides quicker response for solving more serious problems.

COMMENDATION

The HISD Facilities Management and Operations Department should be commended for planning and implementing the custodial staff repair program.

FINDING

The 78 staff members in the Central Services and Electrical sections of the Administrative and Systems Management Department provide school/facility maintenance but are not part of Maintenance Services.

The functions of Central Services such as temporary buildings, roofing, sheet metal, welding, drainage, asphalt, concrete and locks, and those of Electrical Services are of a maintenance nature and could be combined with other maintenance functions.

RECOMMENDATION 107:

Central Services and Electrical personnel performing school/facility maintenance should be reassigned to Maintenance Services.

This reassignment will bring all school/facility maintenance services under one umbrella and will ultimately provide for better communication between the work trades. By enhancing the communication between the work trades, the HISD Facilities Management and Operations will provide a more effective and efficient way to provide services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The associate superintendent for Facilities Management and Operations and the assistant superintendents for Administrative and Systems Management, and Maintenance Services develop an organizational structure transferring the Central Services and Electrical units to Maintenance Services.	January 1997
2. The assistant superintendent for Maintenance Services reevaluates descriptions of the transferred positions to ensure compliance with policies.	February 1997
3. Two hundred and twenty-six positions from Central Services and Electrical Services transfer to the Maintenance Services division.	March 1997

FISCAL IMPACT

The recommendation to transfer 226 positions from the Administrative and Systems Management to Maintenance Services can be accomplished with existing Facilities Management and Operations resources.

FINDING

Repair of audio-visual (AV) materials such as tape players, overhead projectors, and recorders is performed in the overloaded repair section of Facilities Management and Operations. The use of this equipment has decreased significantly in recent years due to moves toward high tech equipment. In addition, the cost of AV equipment is often low enough that repairs are more expensive than replacement.

RECOMMENDATION 108:

Eliminate the in-house repair of audio-visual equipment.

The cost of external repairs should be weighed against the costs of replacing equipment.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Director of Facilities Management and Operations eliminates the AV repair section	January 1997
2. Superintendent designates AV replacement as a responsibility of school principals.	January 1997

FISCAL IMPACT

The repair section of Facilities Management and Operations can reduce six positions by implementation of this recommendation. This results in an annual cost savings of \$96,000

(\$16,000 x 6 = \$96,000 including benefits).

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Discontinue in-house AV repair	\$96,000	\$96,000	\$96,000	\$96,000	\$96,000

FINDING

The HISD preventive maintenance program performs periodic and as needed servicing of major facility systems such as painting, carpentry, plumbing and heating, ventilating and air conditioning (HVAC).

The program, however, neglects other areas such as electrical systems, roofing, flooring, and glass. Preventive maintenance in these areas also is needed because of the direct effect a failing system can have on overall operations.

A recent HISD analysis of 152 schools in need of roof and/or structural repairs is shown in **Exhibit 5-21**. The fact that 56 percent of all HISD facilities need structural and/or roof repairs points out the serious need for a regular preventive maintenance program.

Exhibit 5-21
HISD Schools Needing Structural and/or Roof Repairs
by Area District

Sub District	Elementary Schools		Middle Schools	High Schools	Total
Central	J.W. Jones MacGregor	W. Rogers West University	Gregory-Lincoln Lanier		6 43% (percent of schools in subdistrict)
East	Briscoe Burnet Cage Clinton Park DeZavala Lantrip	Oates Pleasantville Port Houston Rusk Tijerina Whittier	Edison Holland Jackson		15 (68%)
North	Barrick Berry Burbank Coop	Durkee Janowski Northline Scarborough			8 (47%)
North Central	Brock Eighth Avenue Browning Crockett	Helms Lamar Lee Milam	Hamilton Hogg Marshall	Davis Reagan	19 (76%)

	Burrus Field Harvard	Ryan Sherman Travis			
Northeast	Atherton Bowie Bruce Chatham Concord Crawford Dogan Easter Eliot	N.Q. Henderson Houston Gardens Isaacs A. Jones McDade Pugh Ross Scott Scroggins	Fleming E.O. Smith		20 (74%)
Northwest	Allen Benbrook Durham Garden Oaks Highland Heights Hohl	Holden Kennedy Osborne Sinclair Stevens Wainwright	Clifton Williams		14 (67%)
South	Almeda Bastian Carnegie Codwell Fairchild Frost Grimes Grissom Hobby	Law Mading Mitchell Montgomery Peterson Reynolds Rhoads Sunnyside Windsor Village	Dowling Thomas Woodson		21 (84%)
South Central	Alcott Blackshear Cornelius	Hartsfield MacArthur Peck	Ryan		12 (52%)

	Dodson Douglass Gregg	Thompson Whidby			
Southeast	J.R. Harris Lewis Patterson	Rucker Sanchez Southmayd			6 (46%)
Southwest	Anderson Bell Condit Elrod Foerster Fondren	Gorden Herod Kolter Lovett Parker Shearn	Pershing Welch		14 (50%)
West	Ashford Askew Bonham Briargrove Emerson	McNamara Neff Pilgrim Walnut Bend White	Revere Sharpstown		12 (67%)
Alternative			Harris Co. Youth Village T.H. Rogers Terrell	DeBakey High School for Health Professions Kay Ongoing Education Center	5 (25%)
Total	125		23	4	152 (56%) of all HISD Facilities

Source: HISD Maintenance Records.

As shown in **Exhibit 5-21**, the West, South, East, North Central, Northwest and Northeast area districts have the highest percent of schools in need of structural and/or roof repairs. Due to the absence of a preventive maintenance program in many areas, the problems listed in **Exhibit 5-21** are being dealt with primarily on an emergency basis.

RECOMMENDATION 109:

HISD should implement a preventive maintenance program that provides regularly scheduled reviews and repairs for all areas of facility maintenance.

These reviews should occur at a minimum of every four years and should include all educational, administrative and service facilities. Systems such as HVAC should receive preventive maintenance on a semi-annual basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The associate superintendent for Facilities Management and Operations develops a policy for performing preventive maintenance on district facilities.	January 1997
2. The assistant superintendent for Maintenance Services develops preventive maintenance procedures for all areas.	February 1997
3. The directors of the North and South Maintenance facilities schedule and begin preventive maintenance for all facilities.	March 1997

FISCAL IMPACT

The recommended preventive maintenance program will require \$200,000 in additional expenditures from the current Facilities Management and Operations departmental budgets and the maintenance dollars budgeted in Construction Management. Initial start-up costs will be offset in later years through increased efficiencies. It is estimated that preventive maintenance measures will save up to 10 percent in the long-term costs of emergency repairs or more than \$3 million per year (\$300,000). Savings will be phased in beginning in 1997-98.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Preventive Maintenance	(\$200,000)	(\$100,000)	0	\$100,000	\$200,000

Chapter 5:

FINDING

The Facilities Management and Operations functions are housed in several facilities throughout the district. These include:

North Facilities
Grounds
McCarty
South Facilities
South Grounds

These facilities are generally older. The constant problem at all the facilities is a lack of storage, which creates an appearance of disorder.

The one exception is the Furniture Service building at the McCarty facility. The roof on this building is literally falling in and is a hazard to the staff. Nets have been strung at the ceiling level to catch falling debris, yet gaping holes in the roof allow rain to enter the building, creating slip and electrical shock hazards. A large pile of discarded wooden furniture stored in the building is an extreme fire hazard, especially in a building with no fire sprinkler system. No fire sprinkler systems were observed in any of the warehouse facilities visited. The two-story facilities at McCarty Lane have sprinkler systems that meet code requirements.

RECOMMENDATION 110:

Demolish the Furniture Services building and relocate the function to another facility.

The current warehouse is in unsafe condition and needs to be immediately abandoned. Should the district elect to outsource the food services function, the space necessary to continue the furniture operations can be accommodated in the district-owned space that houses food services. Should this option prove unacceptable, leasing of another facility or outsourcing of this function should be explored.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The facilities manager evacuates the Furniture Services building.	October 1996
2. The facilities manager, in conjunction with the	January 1997

director of Furniture Services and the assistant superintendent for Fiscal and Business Administration, reviews the needs of this function and explores various options including the food services building.	
3. The manager completes necessary renovations to the food services building or arranges for other options.	Spring 1997
4. Moves to new facility.	May 1997

FISCAL IMPACT

There will be first-year costs for the demolition and renovations. It is estimated that it will cost \$40,000 to demolish the furniture services building and \$35,000 for district staff to complete minor remodeling of the food services warehouse. The remaining costs for implementation can be accomplished by the current Facilities Management and Operations staff.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Move Furniture Services	(\$75,000)	0	0	0	0

FINDING

District maintenance facilities are typically older buildings that require more repair and maintenance than newer buildings. The district is not properly protecting its investment in these buildings. A failure to make needed repairs and maintenance can result in one-time budget expenditures for major renovations. For example, roof repairs on the furniture services building might have prevented the need to demolish this building and move the operation. In addition to the cost of demolishing this facility, HISD will lose the building as a resource.

RECOMMENDATION 111:

Evaluate the building condition of all district maintenance facilities to establish priorities for repairs and renovations.

The repair and renovation list can be used to establish a project priority list and budget for each year. This list also should help identify items for a preventive maintenance program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The facilities manager should set up a team to evaluate building conditions for all district maintenance facilities. The evaluation should include a list of needed repairs and associated cost estimates with the repairs prioritized.	January 1997
2. The building evaluations team completes and presents final report to facilities manager and superintendent.	Spring 1997

FISCAL IMPACT

HISD personnel have the expertise to perform the evaluations, therefore, no costs are associated with implementing this recommendation.

District Work Order System

CURRENT SITUATION

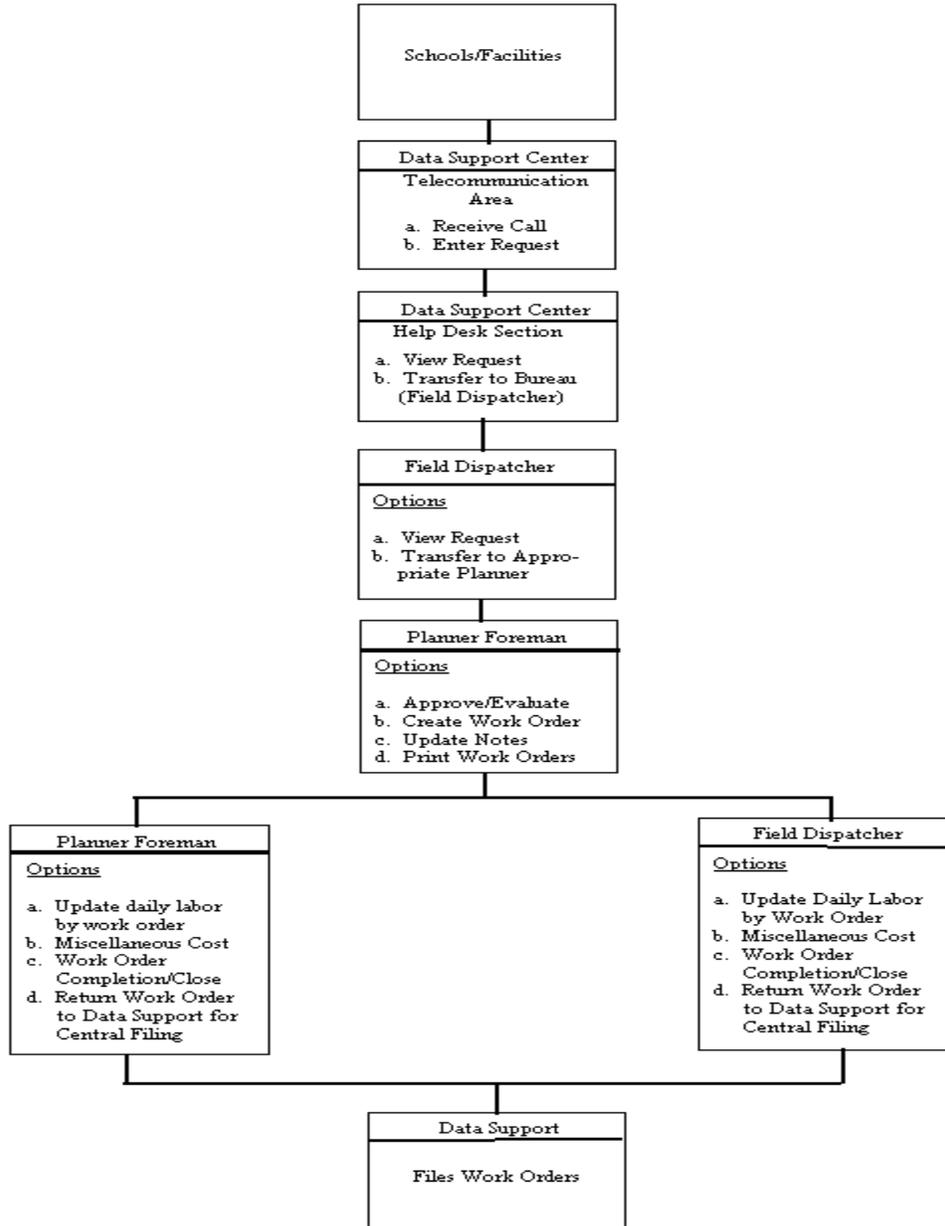
HISD has installed a comprehensive work order tracking system that enables the district to monitor and schedule maintenance activities. The Maintenance Planning and Control (MPAC) system includes the following functions:

- Maintenance
- Stores Control
- Event Tracking
- Project Tracking
- Tools Control

Purchasing, invoice matching, chargeback processing and warranty administration are available on the MPAC system, but have not been implemented by HISD. The MPAC system is administered by Data Services of the Resource and Systems Management Division.

To initiate the work order process, schools and other facility personnel contact the Telecommunication Area of the Data Support Center. Operators at this location enter the work order request into the MPAC system and then forward the request to the field dispatcher. The field dispatcher reviews the request and then transfers it to the appropriate planner. The planner or field dispatcher assigns the work order to a maintenance crew, which completes the work. Upon work completion, the planner or field dispatcher updates the MPAC system, and the work order is closed. **Exhibit 5-22** illustrates this process in a flow chart.

Exhibit 5-22 Work Order Flow Chart



Source: HISD Data Services Work Order Flow, 1994.

FINDING

The district work order system (MPAC) provides a comprehensive method for tracking and monitoring district maintenance repairs.

The system is capable of performing functions not used by the district. These capabilities include both setting project standards and scheduling personnel. These two functions could help the district maximize employee effectiveness while providing a way to monitor productivity.

None of the management reports available on the automated work order tracking system are generated or used to manage the department more effectively, a shortcoming attributed by department managers to a lack of adequate staff.

RECOMMENDATION 112

The district should use the MPAC system in the manner it was designed and incorporate all of its capabilities into the department's standard operations procedures.

Establish performance standards such as the length of time required to paint a door or replace a door lock, and use these standards to schedule employee activity.

Such schedules have been shown to greatly improve employee productivity by providing clear work expectations. By implementing scheduling, the district also will create a valid tool for monitoring employee performance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The directors of all maintenance areas work with foremen and crew leaders to establish work standards.	January/February 1997
2. Planners for the North and South maintenance facilities enter established work standards in the MPAC system.	Spring 1997
3. Planners for the North and South maintenance facilities implement established standards when assigning work orders.	1996-97
4. The directors of the North and South maintenance facilities, along with foremen and crew leaders, use the established standards for performance evaluations.	December 1997

FISCAL IMPACT

The productivity of crew members should increase by at least 5 percent through more effective management and monitoring of work orders. The 5 percent increase will prevent the district from having to add about 30 crew members as the number of schools continues to expand, producing an

annual saving of \$609,000 (30 staff times \$20,300 percent in salaries and benefits equals \$609,000). It is likely the full realization of the savings will be phased in over a three-year period.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Establish work order standards and use work order management reports	0	\$200,000	\$400,000	\$609,000	\$609,000

FINDING

The work order system provides a cost estimate of the labor and materials for each work order. The estimate is based on standard labor costs for each trade.

The labor costs, on which the total is based, are based on the hourly salaries of crew members, which range from \$5 to \$20 per hour. The hourly charge does not take into account fringe benefits or the overhead costs of tools, vehicles, facilities, the stores operation, the dispatcher, administration, and the like. A more accurate labor cost per hour is probably closer to \$45 to \$50 per hour on a work order project.

RECOMMENDATION 113:

Establish a more accurate, fully loaded, cost per hour of labor, and use this information to compare in-house costs to the costs of outside contractors.

The fully loaded costs will provide a more accurate estimate of the true costs of work orders and provide a more accurate basis for comparing in-house costs to the costs of outside contractors. With a more accurate cost formula, the district can justify continuing in-house services.

Justifying in-house services could be accomplished by bidding maintenance functions and requiring Facilities Management and Operations to bid using fully loaded costs. This process will ensure the district is performing necessary functions at the lowest possible cost.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The associate superintendent for Facilities Management and Operations and the assistant superintendent for Maintenance Services develop accurate cost per hour rates for each pay grade.	January 1996
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2. Data services employees modify the MPAC system to use the more accurate rates.	February 1997
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FISCAL IMPACT

The recommendation to establish a more accurate, fully loaded, cost per hour of labor can be accomplished with existing resources. The cost of modifying the system is estimated to be \$5,000.

Recommendation	1996-1997	1997-1998	1998-1999	1999-2000	2000-01
Work Order Costs	(\$5,000)	0	0	0	0

FINDING

Calls made by schools or facilities requesting maintenance work are received by the Data Support Center instead of the maintenance facility charged with performing the work.

This process requires the Help Desk section to review the work request and then transfer the request to the Field Dispatcher for a second review.

RECOMMENDATION 114:

HISD Facilities Management and Operations should transfer responsibility for the Data Support Center Telecommunications Area and Help Desk Section to the respective maintenance facilities.

Personnel in the maintenance facilities can determine immediately whether or not a work order should be processed. Newly assigned data clerks also can help the maintenance facilities perform other functions such as tracking work orders and cleaning up entered data.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The associate superintendent for Facilities Management and Operations and the assistant superintendents for Administrative and Systems Management, and Maintenance Services develop an organizational structure transferring the Telecommunication Area and Help Desk to the North and South Maintenance facilities.	January 1997
2. The assistant superintendent for Maintenance Services re-evaluates the descriptions of the transferred positions to ensure compliance with division policies.	Spring 1997

3. Nineteen positions from Data Services transfer to the North and South Maintenance facilities.	1996-97
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FISCAL IMPACT

The personnel providing this service at the data support section will be necessary to properly implement the PAC system. Therefore, the recommendation calls for transferring 19 positions from Data Services to the North and South Maintenance facilities, which can be accomplished without additional cost to the district.

Outsourcing of HISD Maintenance

CURRENT SITUATION

The contract administration section of Facilities Management and Operations is responsible for securing outside contracts for services that cannot be completed by district staff.

Contracts are entered for specific projects and work on an as-needed basis. Examples of contracts outstanding as of August 1996 include:

- Annual painting contract at the following rates:
 - exterior painting including evaluation, surface preparation and first coat \$1.00/sq. ft.
 - exterior finish coat .25/sq. ft.
 - interior painting including evaluation, surface preparation and first coat .30/sq. ft.
 - interior finish coat .10/sq. ft.
- Temporary building contract at \$56,969 per building.
- Numerous plumbing repair contracts.
- Numerous carpentry/renovation contracts.
- Numerous electrical contracts.
- Numerous roofing contracts.

The total outstanding amount of contracts managed by the department as of August 1996 was \$8.1 million.

Chapter 5:

FINDING

The contract administration section outsources services primarily due to need rather than reasons of cost effectiveness. While there will be instances where need will be the major factor, (primarily due to time constraints, outsourcing should be related to cost effectiveness. Outsourcing construction of temporary buildings provides a good example because the condition is performed by both in-house staff and through an annual outside contract. The cost comparison is as follows:

Contracted temporary buildings	\$56,969
In-house costs (labor and materials only)	\$45,000
In-house overhead (estimated)	<u>\$13,500</u>
Total in-house cost:	\$58,500

The comparison shows that outsourcing the construction of temporary buildings is likely to save the district money.

On the other hand, the painting contract at \$1.00/sq. ft. for the first coat can be compared to an in-house cost of .30/sq. ft for labor and materials. Even with the added overhead costs, it is likely that painting is more cost effective when completed in-house through a preventive maintenance program.

RECOMMENDATION 115:

Decisions regarding the outsourcing of maintenance services and repairs should be based on a cost savings analysis.

The Construction Services division should review in-house costs, including overhead, and develop outsourcing procedures for all services where contract costs will be less than in-house costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Construction Services reviews costs of common maintenance services both in-house and through outsourcing.	January - March 1997
2. Construction Services prepares contract procedures for those services that will cost less if contracted out.	April - May 1997

3. Director of Facilities Management and Operations increases staff in contract services and decreases staff in maintenance areas to be outsourced.	June 1997
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FISCAL IMPACT

Evaluation of outsourcing can be performed with current contract services staff. Savings will be realized, beginning in 1996-97, as services are outsourced.

Custodial Operations

Custodial Services are essential to keep schools clean, maintain a safe environment, provide minor maintenance services and report repair needs to appropriate staff. In previous school performance reviews, districts assigned an average between 12,685 gross square feet per custodian to a high of 18,681 gross square feet. Using these averages, it has been determined that the best practice for custodial staffing is approximately 17,500 gross square feet per custodian.

CURRENT SITUATION

HISD uses the formulas depicted in **Exhibit 5-23** to determine the number of custodian positions for each school. This formula combines the overall square footage required with the school enrollment to calculate the custodial need. Therefore, this method incorporates both the amount of and use of the space into the formula. The result is that on the average, one custodian is responsible for each 16,725 square feet of space.

Exhibit 5-23

HISD Custodial Allocation Formulas

Elementary

The total campus custodial allocation is based on the formula shown below. Each school will have a minimum of three custodians. One custodian will be a Plant Operator (12 months). Also, every third custodian beginning with the fourth one will be assigned a 12-month schedule. All others will be 10 months.

Formula^a

$$\text{Custodial}^d = (\text{Adjustable Campus Square Footage}^b / 15,000 + \text{School Enrollment}^c / 175) / 2 =$$

^a Staffing allocations vary for HCC schools.

^b Permanent square footage + (Transportable building square footage x 1.1).

^c Cluster centers will add the number of daily average additional students on their campus.

^d Allocation rounded up from .5 to next whole number.

Secondary

The total campus custodial allocation is based on the formula shown below. Each secondary school will have a minimum of six custodians, four of which will be scheduled for 12 months. One custodian will be a Plant Operator who will be scheduled for 12 months. Also, every third custodian beginning with the seventh will be on a 12-month schedule. All others will be 10 months.

Formula^a

(Adjustable Campus Square Footage^b/15,000 + School Enrollment/175)/2= Custodial^c

^a Staffing allocations vary for HCC schools.

^b Permanent square footage + (Transportable building square footage x 1.1).

^c Allocation rounded up from .5 to next whole number.

Source: HISD records, 1995-1996.

Exhibit 5-24 HISD Custodial Staffing Allocations By School 1995-96

Campus	Number Custodians	Total Gross Sq. Ft. (GSF)	Best Practice (GSF/17,481)	Over/ (Under) Best Practice	Sq. Ft. Per Custodian
ELEMENTARY SCHOOLS					
Alcott	4	60,962	3.49	0.51	15,241
Allen	3	39,088	2.24	0.76	13,029
Alameda	3	42,965	2.46	0.54	14,322
Anderson	6	75,890	4.34	1.66	12,648
Ashford	4	56,423	3.23	0.77	14,106
Askew	4	64,024	3.66	0.34	16,006
Atherton	4	61,882	3.54	0.46	15,471

Barrick	4	53,373	3.05	0.95	13,343
Bastian	4	55,904	3.20	0.80	13,976
Bell	5	67,008	3.83	1.17	13,402
Benavidez	5	77,432	4.43	0.57	15,486
Benbrook	3	42,779	2.45	0.55	14,260
Berry	4	49,137	2.81	1.19	12,284
Blackshear	4	58,908	3.37	0.63	14,727
Bonham	6	64,580	3.69	2.31	10,763
Bonner	5	48,243	2.76	2.24	9,649
Bowie	3	48,250	2.76	0.24	16,083
Braeburn	6	84,869	4.85	1.15	14,145
Briargrove	4	55,581	3.18	0.82	13,895
Briscoe	4	52,870	3.02	0.98	13,218
Brock	3	41,490	2.37	0.63	13,830
Brookline	7	81,907	4.69	2.31	11,701
Browning	3	42,960	2.46	0.54	14,320
Bruce	3	51,124	2.92	0.08	17,041
Burbank	6	85,980	4.92	1.08	14,330
Burnet	5	71,288	4.08	0.92	14,258
Burrus	4	61,172	3.50	0.50	15,293
Bush	4	76,072	4.35	(0.35)	19,018
Cage	4	53,479	3.06	0.94	13,370
Carnegie	3	48,702	2.79	0.21	16,234
Carrillo	4	75,335	4.31	(0.31)	18,834
Chatham	3	42,216	2.41	0.59	14,072
Clinton Park	3	26,346	1.51	1.49	8,782
Codwell	3	46,898	2.68	0.32	15,633
Concord	3	45,717	2.62	0.38	15,239
Condit	3	41,339	2.36	0.64	13,780
Coop	4	48,670	2.78	1.22	12,168
Cornelius	5	63,202	3.62	1.38	12,640
Crawford	3	57,997	3.32	(0.32)	19,332
Crespo	5	73,000	4.18	0.82	14,600
Crockett	3	35,320	2.02	0.98	11,773
Cunningham	6	65,081	3.72	2.28	10,847

Davila	6	86,998	4.98	1.02	14,500
Dechaumes	3	45,548	2.61	0.39	15,183
DeZavala	5	78,235	4.48	0.52	15,647
Dodson	5	74,680	4.27	0.73	14,936
Dogan	3	52,286	2.99	0.01	17,429
Douglas	4	60,753	3.48	0.52	15,188
Durham	3	41,379	2.37	0.63	13,793
Durkee	4	61,744	3.53	0.47	15,436
Easter	3	40,081	2.29	0.71	13,360
Eighth Avenue	3	30,703	1.76	1.24	10,234
Eliot	5	89,210	5.10	(0.10)	17,842
Elrod	5	59,135	3.38	1.62	11,827
Emerson	3	45,526	2.60	0.40	15,175
Fairchild	3	46,380	2.65	0.35	15,460
Field	4	56,714	3.24	0.76	14,179
Foerster	5	44,310	2.53	2.47	8,862
Fondren	3	35,323	2.02	0.98	11,774
Foster	4	50,689	2.90	1.10	12,672
Franklin	5	72,311	4.14	0.86	14,462
Frost	4	60,568	3.46	0.54	15,142
Gallegos	4	73,000	4.18	(0.18)	18,250
Garcia	5	76,300	4.36	0.64	15,260
Garden Oaks	3	43,900	2.51	0.49	14,633
Garden Villas	5	95,513	5.46	(0.46)	19,103
Golfcrest	5	71,002	4.06	0.94	14,200
Gordon	3	37,310	2.13	0.87	12,437
Gregg	3	40,720	2.33	0.67	13,573
Grimes	3	43,478	2.49	0.51	14,493
Grissom	4	75,086	4.30	(0.30)	18,772
Harris, J.R.	4	63,424	3.63	0.37	15,856
Harris, R.P.	4	46,912	2.68	1.32	11,728
Hartsfield	3	43,936	2.51	0.49	14,645
Harvard	4	42,792	2.45	1.55	10,698
Helms	3	38,431	2.20	0.80	12,810
Henderson, J.P.	4	61,856	3.54	0.46	15,464

Henderson, N.Q.	3	46,320	2.65	0.35	15,440
Herod	4	56,656	3.24	0.76	14,164
Herrera	5	77,836	4.45	0.55	15,567
Highland Heights	3	30,893	1.77	1.23	10,298
Hobby	5	58,880	3.37	1.63	11,776
Hohl	3	50,733	2.90	0.10	16,911
Holden	3	38,866	2.22	0.78	12,955
Horn	3	40,552	2.32	0.68	13,517
Houston Gardens	3	38,619	2.21	0.79	12,873
Isaacs	3	39,718	2.27	0.73	13,239
Janowski	4	54,276	3.10	0.90	13,569
Jefferson	4	51,398	2.94	1.06	12,850
Jones, A.	3	56,221	3.22	(0.22)	18,740
Jones, J.W.	3	47,373	2.71	0.29	15,791
Kashmere Gardens	3	39,186	2.24	0.76	13,062
Kelso	4	43,172	2.47	1.53	10,793
Kennedy	3	42,176	2.41	0.59	14,059
Kolter	3	42,076	2.41	0.59	14,025
Lamar	3	50,170	2.87	0.13	16,723
Lantrip	4	52,570	3.01	0.99	13,143
Law	3	54,854	3.14	(0.14)	18,285
Lee	3	21,160	1.21	1.79	7,053
Lewis	5	59,686	3.41	1.59	11,937
Lockhart	5	88,652	5.07	(0.07)	17,730
Longfellow	3	46,016	2.63	0.37	15,339
Looscan	3	49,828	2.85	0.15	16,609
Love	3	45,680	2.61	0.39	15,227
Lovett	3	46,398	2.65	0.35	15,466
Lyons	5	76,300	4.36	0.64	15,260
MacArthur	3	48,556	2.78	0.22	16,185
MacGregor	3	55,491	3.17	(0.17)	18,497
Mading	4	57,272	3.28	0.72	14,318
Martinez, C.	4	78,000	4.46	(0.46)	19,500
Martinez, R.	5	75,335	4.31	0.69	15,067

McDade	4	70,325	4.02	(0.02)	17,581
McNamara	4	52,093	2.98	1.02	13,023
Memorial	3	58,169	3.33	(0.33)	19,390
Milam	3	34,796	1.99	1.01	11,599
Milne	5	81,009	4.63	0.37	16,202
Mitchell	3	48,627	2.78	0.22	16,209
Montgomery	4	58,582	3.35	0.65	14,646
Neff	4	54,846	3.14	0.86	13,712
Northline	4	56,878	3.25	0.75	14,220
Oak Forest	4	49,187	2.81	1.19	12,297
Oates	4	56,189	3.21	0.79	14,047
Osborne	3	47,544	2.72	0.28	15,848
Park Place	4	44,379	2.54	1.46	11,095
Parker	5	68,158	3.90	1.10	13,632
Patterson	5	60,303	3.45	1.55	12,061
Peck	3	36,539	2.09	0.91	12,180
Peterson	4	57,699	3.30	0.70	14,425
Pilgrim	4	49,626	2.84	1.16	12,407
Piney Point	5	93,988	5.38	(0.38)	18,798
Pleasantville	4	58,963	3.37	0.63	14,741
Poe	5	72,372	4.14	0.86	14,474
Port Houston	3	36,594	2.09	0.91	12,198
Pugh	3	36,460	2.09	0.91	12,153
Red	4	56,868	3.25	0.75	14,217
Reynolds	4	58,747	3.36	0.64	14,687
Rhoads	3	47,005	2.69	0.31	15,668
River Oaks	3	42,058	2.41	0.59	14,019
Roberts	4	68,312	3.91	0.09	17,078
Rogers, W.	3	48,748	2.79	0.21	16,249
Roosevelt	4	47,141	2.70	1.30	11,785
Ross	3	52,203	2.99	0.01	17,401
Rucker	3	48,192	2.76	0.24	16,064
Rusk	3	40,587	2.32	0.68	13,529
Ryan	3	45,570	2.61	0.39	15,190
Sanchez	5	73,985	4.23	0.77	14,797

Sanderson	3	51,324	2.94	0.06	17,108
Scarborough	4	57,442	3.29	0.71	14,361
Scott	3	42,528	2.43	0.57	14,176
Scroggins	3	49,012	2.80	0.20	16,337
Shadowbriar	5	76,300	4.36	0.64	15,260
Shearn	3	38,992	2.23	0.77	12,997
Sherman	4	51,177	2.93	1.07	12,794
Sinclair	3	47,670	2.73	0.27	15,890
Smith	4	52,540	3.01	0.99	13,135
Southmayd	5	66,248	3.79	1.21	13,250
Stevens	4	53,206	3.04	0.96	13,302
Stevenson	3	40,828	2.34	0.66	13,609
Sugar Grove	3	28,553	1.63	1.37	9,518
Sunnyside	3	46,111	2.64	0.36	15,370
Sutton	6	78,776	4.51	1.49	13,129
Thompson	4	60,423	3.46	0.54	15,106
Tijerina	4	50,631	2.90	1.10	12,658
Travis	3	43,836	2.51	0.49	14,612
Turner	4	71,358	4.08	(0.08)	17,840
Twain	3	37,949	2.17	0.83	12,650
Wainwright	4	50,240	2.87	1.13	12,560
Walnut Bend	4	55,438	3.17	0.83	13,860
Wesley	6	78,363	4.48	1.52	13,061
West University	5	77,809	4.45	0.55	15,562
Wharton	3	31,916	1.83	1.17	10,639
Whidby	4	45,694	2.61	1.39	11,424
White	4	60,068	3.44	0.56	15,017
Whittier	3	38,725	2.22	0.78	12,908
Wilson	3	45,740	2.62	0.38	15,247
Windsor Village	4	51,826	2.96	1.04	12,957
MIDDLE SCHOOLS					
Attucks	7	146,751	8.39	(1.39)	20,964
Black	7	159,128	9.10	(2.10)	22,733
Burbank	8	156,816	8.97	(0.97)	19,602

Clifton	6	116,776	6.68	(0.68)	19,463
Cullen	6	147,519	8.44	(2.44)	24,587
Deady	10	178,242	10.20	(0.20)	17,824
Dowling	9	194,311	11.12	(2.12)	21,590
Edison	8	146,634	8.39	(0.39)	18,329
Fleming	6	131,696	7.53	(1.53)	21,949
Fondren	7	148,298	8.48	(1.48)	21,185
Fonville	8	139,425	7.98	0.02	17,428
Grady	5	29,700	1.70	3.30	5,940
Gregory-Lincoln	7	128,127	7.33	(0.33)	18,304
Hamilton	6	121,844	6.97	(0.97)	20,307
Hartman	8	171,482	9.81	(1.81)	21,435
Henry	7	142,711	8.16	(1.16)	20,387
Hogg	9	162,890	9.32	(0.32)	18,099
Holland	7	142,694	8.16	(1.16)	20,383
Jackson	11	202,806	11.60	(0.60)	18,437
Johnston	9	181,665	10.39	(1.39)	20,185
Key	7	174,984	10.01	(3.01)	24,998
Lanier	9	137,660	7.87	1.13	15,296
Long	9	171,835	9.83	(0.83)	19,093
Marshall	7	140,820	8.06	(1.06)	20,117
McReynolds	6	143,763	8.22	(2.22)	23,961
Pershing	10	167,383	9.58	0.42	16,738
Revere	10	188,409	10.78	(0.78)	18,841
Ryan	6	112,109	6.41	(0.41)	18,685
Sharpstown	8	152,890	8.75	(0.75)	19,111
Smith	6	124,722	7.13	(1.13)	20,787
Stevenson	8	168,072	9.61	(1.61)	21,009
Thomas	8	186,307	10.66	(2.66)	23,288
Welch	9	164,741	9.42	(0.42)	18,305
Williams	6	128,583	7.36	(1.36)	21,431
Woodson	6	131,388	7.52	(1.52)	21,898
HIGH SCHOOLS					
Austin	16	252,567	14.45	1.55	15,785
Bellaire	19	370,076	21.17	(2.17)	19,478

Davis	11	209,521	11.99	(0.99)	19,047
Furr	8	193,596	11.07	(3.07)	24,200
Houston	17	362,499	20.74	(3.74)	21,323
Jones	9	202,361	11.58	(2.58)	22,485
Kashmere	9	188,825	10.80	(1.80)	20,981
Lamar	15	257,810	14.75	0.25	17,187
Lee	12	276,721	15.83	(3.83)	23,060
Madison	12	225,863	12.92	(0.92)	18,822
Milby	21	359,885	20.59	0.41	17,137
Reagan	11	205,110	11.73	(0.73)	18,646
Scarborough	8	167,827	9.60	(1.60)	20,978
Sharpstown	11	223,252	12.77	(1.77)	20,296
Sterling	8	211,450	12.10	(4.10)	26,431
Waltip	12	274,674	15.71	(3.71)	22,890
Washington	11	222,325	12.72	(1.72)	20,211
Westbury	15	299,098	17.11	(2.11)	19,940
Wheatley	7	176,557	10.10	(3.10)	25,222
Worthing	11	216,099	12.36	(1.36)	19,645
Yates	13	285,597	16.34	(3.34)	21,969
Total All Schools	1198	20,060,974	1,147.59	50.41	16,745

Source: HISD Records, 1995-1996.

Custodial training is performed by the FGSS section of Facilities Management and Operations. Custodians are trained in proper cleaning procedures, safety and for plant operators, minor maintenance. Each custodian must undergo initial training at their time of appointment and is required to receive additional training annually. Principals may require custodial personnel to repeat training courses when necessary.

School principals supervise all custodians except for members of the relief pool. Principals must monitor custodial work progress and periodically evaluate personnel. In extreme situations, discipline cases are referred to the director of Facility Services.

During periods of absence, permanent custodians are replaced by custodians from the Relief Section. This Relief Section is a pool of custodians who can be assigned to any facility as needed arise. When all relief custodians are not needed, unassigned personnel report to schools where heavy workloads are common. The relief pool contains 32 plant

operators and 56 custodians. These totals are within the accepted range for relief pool personnel.

FINDING

The district's 1995-96 allocation of custodian positions resulted in an overall average of 16,745 square feet of space per custodian with a low of one custodian per 5,940 square feet at Grady Middle School to a high of one per 26,431 square feet at Sterling High School (**Exhibit 5-24**). This is appropriate based on the formula outlined in **Exhibit 5-23** that takes both square footage and enrollment into account.

Best practices in other school districts have resulted in an average of about one custodian per 17,500 square feet.

RECOMMENDATION 116:

Adjust the formula for determining the number of custodians needed at each school so the overall district average is one custodian per about 17,500 gross square feet of space.

Of the 232 elementary and secondary facilities within HISD, 68 are already operating with one custodian per 17,500 square feet or more. In addition, the district's formula, which uses both amount of space and student enrollment, should be continued. Position elimination should occur through attrition; therefore, an immediate hiring freeze should be imposed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent adopts policy that vacated custodial positions will not be filled until smaller allocation goals are reached and existing custodians are reassigned to new schools.	January 1997
2. The superintendent implements policy in budget process.	Spring 1997

FISCAL IMPACT

The recommended allocation formula for custodians will, through attrition, reduce the number of custodians needed from 1,198 to 1,148, saving the district approximately \$725,000 (50 custodians times \$14,500 = \$725,000, including benefits). Vacancies are based on 5 percent annual turnover.

	1996-1997	1997-1998	1998-1999	1998-99	2000-2001
Reduce number of custodians	0	\$725,800	\$725,000	\$725,000	\$725,000

FINDING

Custodial work schedules used by the district provide facility coverage from 6:30 a.m. until 6:30 p.m.

This coverage is accomplished using two shifts in which workers report to work at either 6:30 a.m. or 10:00 a.m. and work until 3:00 p.m. or 6:30 p.m. respectively. These two work schedules are during periods that prevent maximum productivity due to student and faculty presence.

RECOMMENDATION 117:

The district should implement a custodial program that would provide skeletal crews during normal operation hours and larger floating crews after hours.

The daily skeletal crews will provide the support for essential items during regular time while the floating crews perform major work after hours. Using this method will enable floating crews to clean several schools during work period.

To ensure after hours safety for district employees, special considerations must be given to schools in high crime areas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of FGSS adopts policy concerning after hours work schedules.	January 1997
2. The director of FGSS works with school principals to create an agreeable level of regular time custodial personnel.	Spring 1997
3. The director of FGSS works with school principals to schedule after hours cleaning crews.	Spring 1997
4. Principals transfer responsibility for after hours personnel to the director of FGSS.	Spring 1997
5. After hours cleaning crews begin.	1996-97

FISCAL IMPACT

Implementing after hours cleaning of facilities will provide a 5- to 10-percent increase in custodial productivity. This belief is based on the ability of personnel to perform duties without the distractions of school faculty and students. The increase in custodial productivity further supports the staffing reductions from adjustments in the custodial staffing ratios.

Chapter 5:

F. ENERGY MANAGEMENT

Efficient energy management is a vital tool for the efficient distribution of the district's utilities. Energy audits and other sources of data are essential to control energy costs. Such data are issued by management to determine priorities and to monitor and evaluate the success of a program. While the purpose of the energy management program is to minimize waste, the program also should ensure comfort in occupied spaces and encourage energy awareness across the district.

CURRENT SITUATION

HISD has developed a multi-faceted energy management program in the Energy Conservation Department (ECD), administered by the director of Energy, Utilities and Communications, who reports to the assistant superintendent of Administrative and Systems Management. The program is staffed by four people as shown in **Exhibit 5-25**.

Exhibit 5-25 Organization of HISD Energy Management Program

Source: HISD

The Energy Conservation Department has developed several programs to reduce energy use and to save the district money. The programs include:

1. The Water Leak Adjustment Program identifies excessive water charges due to a system leak.
 - The Texas Water Development Board supplies the equipment to find the water leaks.
 - District personnel locate the leak and repair it.
 - The City of Houston credits HISD half of the excessive charge for water use for up to the past three months.

2. The People Oriented Program is an energy management program established at the schools which educates the building users in energy conservation.

- A program coordinator and committee are established at each school. The committee educates staff and students on ways to save energy.
- A portion of the realized savings in utility charges is deposited to the school's general fund.

3. The Energy Services Conservation 1 (ESCO 1) project takes advantage of state law and utility company policy.

- The Texas Education Code authorizes school districts to contract for energy equipment retrofits as long as savings exceed costs in 10 years.
- Houston Lighting & Power (HL&P) pays the district \$300 for each kilowatt of electrical load shifted from peak operating hours to off-peak operating hours.
- The energy management program has contracted to have energy retrofit work done in the form of thermal storage tanks and energy efficient lighting retrofits. Costs are covered by the energy savings and the HL&P payments.
- Contracts signed with the private energy services companies require a specified minimum savings as condition for payment.

4. A private consultant has been retained to review all utility bills for errors or potential savings.

- The review has produced credits for sewer charges where schools have cooling towers.
- The contract with the consultant awards fees to the consultant as a percentage of the credits from HL&P.

HISD utility costs per student in 1993-94 were \$147 compared to an average of \$141 for the state's 50 largest districts, and a state average of \$147, as shown in **Exhibit 5-26**.

Exhibit 5-26

Utility Costs Per Student

HISD and Other Texas Districts

1993-94

District	Cost Per Student
HISD	\$147
State Average	\$147
Ave. - 50 largest districts	\$141
<i>Selected Districts</i>	
Dallas	\$144
Fort Worth	\$165
Austin	\$136
El Paso	\$112
Selected Districts Average	\$139

FINDING

The Enrollment and Demographics Committee aggressively pursues ways to conserve energy and save money. The department has involved facility users, the local utility and private consultants and contractors to develop a multifaceted program. This program is expanding to include an automated temperature control system.

The Water Leak Adjustment Program has realized \$1.5 million in savings in the last less than three years. The People Oriented Program saved \$500,000 in 1993, but has not been effectively staffed since. The ESCO 1 program is still in the construction phase, but has already realized \$200,000 in savings through the lighting retrofit program. The review of utility bills by a private consultant and district personnel has yielded credits from HL&P of \$516,000.

Some of the savings realized through the People Oriented Program are distributed to the schools as an incentive and could represent a greater savings for the district. However, this money is a great incentive for the schools and is typically used to further educational programs. The review team visited one school that had bought computer equipment with the funds.

COMMENDATION

The Enrollment and Demographics Committee is commended for aggressively pursuing energy management programs with a minimum of staff and creatively using available programs and policies to save \$2.7 million.

FINDING

The organization of Facilities Management and Operations, under which the committee operates, is not effective. The committee is under the responsibility of the assistant superintendent of Administrative and Systems Management, while the Temperature Control (HVAC) Department is under the assistant superintendent of Maintenance Services the other maintenance functions. These two programs should operate in close coordination with each other, especially for planning purposes.

The lack of close coordination may have caused some duplication of effort during the ESCO 1 project. For example, the HVAC equipment at one school was refurbished only months before being replaced with energy efficient equipment under the ESCO 1 project.

The committee does not have a close link to the planning, design and construction of new facilities, which is the responsibility of the Bureau of Construction Management Department. Bureau of Construction Management is operated outside the responsibility of Facilities Management and Operations and appears to have poor communications with the departments under Facilities Management and Operations.

RECOMMENDATION 118:

The Department of Energy, Utilities and Communications should be placed under the assistant superintendent of Maintenance Services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, in conjunction with the assistant superintendents, reviews the organization of Facilities Management and Operations and the Bureau of Construction Management.	October 1996
2. The superintendent reorganizes Facilities Management and Operations and the Bureau of Construction Management to optimize these functions.	December 1996

FISCAL IMPACT

The recommendation will realize savings, as detailed in section A of this chapter.

Chapter 5:

G. FACILITIES AND LAND ACQUISITION MANAGEMENT

As a school district grows and changes, its facility needs grow and change. The district must acquire new property to build new schools and must evaluate whether old facilities have become financial or programmatic burdens. An effective facilities inventory control system incorporate the comprehensive facilities plan to guide the district in land acquisition, minimizing financial burdens and taking advantage of thoughtful planning and marketing strategies.

An effective facilities inventory control system will also be guided by the district's educational master plan and the educational program of individual schools. These documents will establish when older facilities, typically more expensive to operate and maintain, are no longer an asset and should be sold.

CURRENT SITUATION

HISD owns 28 properties not used as school facilities. Eighteen of these sites are vacant and are potential or planned school sites. These properties represent a valuable asset to the district and will help in meeting future growth.

Of the remaining properties, four are leased to other entities, two are used for stock pens for the agricultural program, and one has an historical building, which limits the possibilities for its use. **Exhibit 5-27** lists the 28 sites.

Exhibit 5-27

HISD Properties

Site	Acres	Estimated 1989 Value	Use
Alameda-Genoa	8.3	\$250,000	Potential school site
Old Mykawa Site	6.3	\$180,000	Leased to community center
1300 Capitol Avenue	1.4	\$3,000,000	Leased as parking
John Onery Site	9.1	\$100,000	Leased for cattle grazing

Dunbar Elementary	1.9	\$850,000	Leased as police facility
Fonville Area	17.9	\$390,000	Potential school site
Camino Road	5.8	\$390,000	Stock pens for ag. program
Port Houston Area	8.0	\$180,000	Potential school site
Alameda-Genoa Stadium site	75.8	\$610,000	Stock pens for ag. program
Canterbury Village	8.0	\$350,000	Potential school site
East Alameda-Canterbury Village	22.3	\$490,000	Rural pasture
Old Grimes Elementary	9.7	\$460,000	Potential school site
Old Sunnyside	3.1	\$175,000	Potential industrial site
Anderson-Fondren Relief	8.3	\$500,000	Potential school site
Northbrook	8.0	\$900,000	Potential school site
Ashford West	28.8	\$3,000,000	Used by little league
11th Street	20.2	\$2,600,000	Potential school site
Old Gregory Elementary	6.5	\$1,500,000	Historic site
West High School Site	54.9	\$6,600,000	New school site
West Middle School Site	21.5	\$2,575,000	New school site
Caesar Chavez High School Site	53.8	\$4,300,000	New school site
Near West Middle School Site	18.4	\$10,000,000	New school site
R.P. Harris Relief E.S. Site	15.0	\$1,450,000	New school site
Pin Oak Middle School Site	18.2	\$8,000,000	New school site
Valley West Elementary School	15.2	\$1,600,000	New school site
Southeast Altern. Middle School	3.6	\$2,100,000	New school site
Eastwood Alternative Facility	3.8	\$360,000	New school site
Bertha Alyce Center	10.9	\$3,100,000	New school site
TOTAL:	464.7	\$56,010,000	

Source: HISD Bureau of Construction Management Records.

HISD has established a structured procedure for acquiring new sites for future schools. The required site specifications and approved budget are submitted to the Bureau of Construction Management, which researches possible sites. The possible sites are then reviewed by the Site Committee, comprised of Bureau of Construction Management staff, School Operations staff, the superintendent and any area district superintendents affected by the project.

The recommendation of the Site Committee is presented to the community and public, and for approval by the superintendent and affected area district superintendents. After assurance of community support for the site, the district superintendent will sign a letter of site recommendation. This letter, along with supporting documents, is presented to the board by the superintendent for authorization to conduct further studies and enter into negotiations for the purchase.

FINDING

An effective facilities inventory control program evaluates the properties in inventory at a regular interval of four to eight years to determine the value to the district. HISD last evaluated the inventory in 1989 and decided to hold all properties. An evaluation of properties should ask the following questions:

- Do present demographic studies and projections support holding sites suitable for future schools?
- Are sites that are not suitable for a school marketable?
- Is now a good time to sell marketable sites with regard to property values?
- Should the district continue to be a landlord to other entities like the city and little league organizations? If so, what is the policy?
- If a site is not suitable for a school, and it is not marketable, what are alternatives for creatively using the site?

RECOMMENDATION 119:

Evaluate the facilities inventory based on established policy and criteria to determine if any properties should be sold.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The supervisor of Real Estate Acquisition develops a policy to guide the acquisition and sale of properties by the district.	January 1997
2. The supervisor of Real Estate Acquisition reviews the	February 1997

inventory of properties and present market conditions, and makes recommendations for the sale of appropriate properties.	
3. The superintendent, in conjunction with the assistant superintendent, reviews the recommendations and recommends to the board the sale of appropriate properties.	March 1997
4. The board approves the sale of appropriate properties.	April 1997
5. The board establishes policy that a similar review shall be conducted annually or when ever market conditions are to the advantage of the district.	May 1997

FISCAL IMPACT

The supervisor of Real Estate Acquisition can develop a policy and prepare recommendations for the committee within the scope of his existing responsibilities. The fiscal impact of implementing the policy is unpredictable without a market analysis that would indicate whether the district should sell or buy properties at this time.

FINDING

HISD has developed a structured site acquisition process that outlines the involvement of appropriate district staff and offers opportunities for public input. Although no process will ensure complete public support for land acquisition decisions, and this review uncovered public distrust of this process, a document that specifically delineates the procedures for public notification and input would strengthen community support and awareness.

An example of the problems that can arise from a lack of communication with the community is the planned Cesar Chavez High School site. A portion of the community feels that HISD has not been forthcoming with information on the environmental status of this site. The review team found no evidence that an environmental assessment report was performed improperly, underscoring the need for better communication between HISD and the community.

A land acquisition process that incorporates community and public input in a well delineated manner will include the following characteristics.

- A specific number of citizens on the Site Selection Committee;
- A specific manner for notifying affected community members of opportunities for input;

- At least two public meetings in the community to receive public input on potential sites; and
- A final public meeting for review of the Site Committee's recommendation before final approval by the board.

RECOMMENDATION 120:

Adopt a land acquisition process that specifically delineates increased opportunities for public input.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The board appoints a Real Estate Advisory Committee comprised of the assistant superintendent of Finance, the supervisor of Real Estate Acquisition, the director of Planning, and community members.	January 1997
2. The Real Estate Advisory Committee develops a procedure for acquiring real estate that ensures opportunities for public input.	February 1997
3. The board approves the procedure.	March 1997

FISCAL IMPACT

The recommendation can be accomplished by the supervisor of Real Estate Acquisition within the scope of his existing responsibilities.

Chapter 6:

Asset and Risk Management

This chapter of the report reviews Houston Independent School District's (HISD's) asset and risk management functions in six subsections:

- A. Cash and Investment Management
- B. Risk Protection
- C. Bond Issuance and Indebtedness
- D. Tax Collections
- E. Fixed Asset Protection

The district's asset and risk management functions are not contained and managed in a single department, but have a common mission to:

- Manage the district's monetary and physical assets in a cost efficient manner,
- Protect the district's physical resources (plant and equipment) by using sound, cost-effective risk management techniques; and
- Provide cost-effective benefits for district employees.

The review team's evaluation of the district's asset and risk management concluded that the district is doing an excellent job of managing the district's cash resources and, overall, an effective job of managing its fixed assets. However, the district's health care costs have dramatically increased over the last few years, and much needs to be done to manage these costs. In addition, the district can increase its collection rate on delinquent property taxes by using more aggressive collection strategies that are available under the law. This chapter outlines the costs and savings possible by implementing the recommended improvements in these areas.

A. CASH AND INVESTMENT MANAGEMENT

Cash and investment management involves systematically coordinating cash-flow forecasting, cash-flow management, investment of surplus cash, and sound banking and investment relationships.

CURRENT SITUATION

The deputy superintendent of Fiscal and Business Administration and assistant superintendent - Controller are responsible for HISD's cash and

investment management functions. Management of the daily operational activities for cash and investment management is delegated to the Treasury Director.

HISD maintains its cash for operations at First Interstate Bank-Houston, in both interest and noninterest bearing accounts. The district awards depository contracts every two years through a competitive bidding process. The district's current depository contract with First Interstate is effective through August 31, 1997. All services provided by First Interstate Bank - Houston are charged to the district on a fee schedule, which was agreed to in the depository contract.

Operating Accounts

FINDING

HISD maintains a network of 81 bank accounts to manage the district's flow of funds as follows:

- 46 fund accounts
- 18 operating accounts
- 17 centralized student activity fund and food service accounts

These bank accounts are used to account for the specific funding sources, interest and sinking funds, and debt service requirements of the district. District officials say that the individual fund accounts are necessary to comply with the terms and conditions of the funding source to make complex arbitrage calculations for tax purposes, and to track transactions within these funds. While deposits are made into these accounts, no checks are written from these accounts. Rather, transfers "To" and "From" these accounts are made using First Interstate's computer-based Action System. Investment purchases are also made from these accounts. **Exhibit 6-1** sets out the district's fund accounts.

Exhibit 6-1
HISD Fund Accounts
First Interstate Bank- Houston
Fiscal 94-95

Fund Account Name	Balance as of June 30, 1996
Capital Projects Fund	\$93,650

Delinquent Maintenance Tax Notes Series 1995	\$903
Contractual Obligation Series 1995B	\$2,116
Asbestos 1994 Fund	\$64,000
Debt Service Fund	\$12,124
Asbestos Interest & Sinking Fund	\$8,220
CAP Interest & Sinking Series 1993	\$25,932
CAP Interest & Sinking Series 1994	\$32,645
Debt Service Series 1989	\$900
Debt Service Series 1991	\$684
Debt Service Series 1992	\$1,661
Debt Service Series 1993	\$765
Debt Service Fund CAP 1992A	\$29,848
Debt Service Fund CAP 1995B	\$0.00
Debt Service Fund CAP 1995A	\$0.00
Debt Service Delinquent Tax Notes 1995	\$0.00
Debt Service CAP Interest & Sinking Series 1995C	\$0.00
General Fund	\$0.00
Insurance Fund	\$0.00
Tax Account	\$378,963
Tax Lockbox Account	\$110,386
NSF - Tax Account	\$1,543
NSF - Lockbox Account	\$554
Food Service Fund	\$20,238
Athletic Fund	\$32,387
Capital Acquisition Fund Series 1994	\$0.00
Capital Technology Fund	\$0.00
Capital Acquisition Fund Series 1993	\$0.00
Capital Acquisition Fund Series 1995C	\$97,839
IS1 - Health Account	\$451,118
IS2 - Workers' Compensation - Deposit Account	\$541,557
Project Renewal (Tax)	\$8,033
Project Renewal Capital Fund	\$20,572
Special Revenue Capital Fund	\$88,380
Trust and Agency Fund	\$6,232
Various Schools	\$4,097
Deferred Compensation	\$35
R C Chatham	\$0.00
Foerster Tri-Centennial	\$0.00
Administrative Activity Fund	\$17,517
Centralized Student Activity Fund	\$66,762
Direct Deposit Return Item Account	\$0.00
Interfund Clearing Account	\$0.00
Food Service Branch Account	\$0.00
Centralized Student Activity Branch Account	\$0.00

Source: HISD Treasury Department

District officials say that the large number of operating accounts are necessary because of HISD's size and the complexity, variety, and volume

of cash transactions. In the case of the fund accounts, the district also says that the accounting process is simplified by the segregation of like-transactions into several distinct bank accounts. The accounts are structured to form an extensive mix of zero balance accounts, interest bearing and noninterest-bearing sweep accounts. Zero balance accounts are automatically swept into corresponding interest earning sweep accounts each night. Balances that are not automatically swept are monitored and transferred periodically into interest earning accounts or receive earnings credit from the bank as compensation in lieu of actual fee payment.

The district uses several comprehensive computer-based spreadsheets to track cash flows among the various accounts. In addition, the Treasury Department uses First Interstate's computer-based Action System's balance reporting system to access daily balance and transaction reports on all major accounts. The system also is used to make transfers among accounts via the Automated Clearing House (ACH), a cost-effective and efficient way to transfer funds between bank accounts.

Exhibit 6-2 presents HISD's operating account structure.

**Exhibit 6-2
HISD Operating Accounts**

Account Name	Purpose of Account	Interest Bearing Account	Zero Balance Account
DISBURSEMENT ACCOUNTS			
Workmen's Compensation	Workers' compensation claim	No	Yes
Supplemental Payroll Account	Manual payroll checks	No	Yes
Operating Account	Main disbursement account	No	Yes
Payroll Account	Main payroll account - direct deposit	No	Yes
Supplemental Operating Account	Site-based management checks	No	Yes
Property Tax Refund Account	Property tax refunds	No	Yes
Workers Compensation Program	Workers' compensation claims	No	Yes
Supplemental Student	Emergency checks at	No	Yes

Activity Fund	schools		
SWEEP ACCOUNTS			
Master Funding Account	Consolidating account for Operating, Payroll, and Supplemental accounts	No	Yes
Master Fund Account Sweep	Sweep funds from related disbursement & depository accounts	Yes	No
Tax Account Sweep	Sweep funds from related disbursement & depository accounts	Yes	No
NSF - Tax Account Sweep	Sweep funds from related disbursement & depository accounts	Yes	No
Tax - Lockbox Account Sweep	Sweep funds from related disbursement & depository accounts	Yes	No
NSF - Lockbox Account Sweep	Sweep funds from related disbursement & depository accounts	Yes	No
Supplemental Student Activity Fund Sweep	Sweep funds from related disbursement & depository accounts	Yes	No
ATHLETIC FUND ACCOUNTS			
Bank One	Stadium receipts	No	No
Omni Bank	Stadium receipts	No	No
Northwest Bank	Stadium receipts	No	No

Source: HISD Bank Statements and Cash Management Manual

The additional 17 centralized activity fund and food service accounts are located at various neighborhood banks throughout the district. The accounts are strategically located to help HISD employees deposit food service and activity fund monies. A daily deposit report is sent to the Treasury Department, which monitors the bank balances and makes periodic transfers from these accounts using the First Interstate Action System. No checks are written on these accounts.

The district's large number of bank accounts (excluding central activity fund and food service) is high compared to other large state and national school districts as shown in **Exhibit 6-3**.

Exhibit 6-3
Comparison of School District Operating Accounts
(excluding Activity & Food Service Accounts)

School District	Total Operating Budget	Number of Bank Accounts
Broward County, Florida	\$1,600,000,000	5
Dallas ISD	\$1,000,000,000	19
Los Angeles Unified	\$4,900,000,000	7
Philadelphia	\$1,500,000,000	15
Houston ISD	\$1,021,000,000	63

Source: Broward County - Treasurer, Dallas ISD - Treasurer, Los Angeles Unified - Controller, Philadelphia School District - Treasurer, and HISD Cash Management Manual

Like HISD, all of the above school districts have a significant number of funding sources for which the transactional activity and fund balances must be separately accounted. All of the other school districts have successfully linked bank transactions to corresponding general ledger accounts to satisfy funding source requirements. Several Texas school districts that have undergone management and performance reviews (Tyler, Brownsville, and Longview) have consolidated their depository accounts, resulting in lower management fees and more efficient reconciliation and administration of bank accounts.

RECOMMENDATION 121:

Consolidate the district's operating accounts.

HISD should reduce the number of its fund and operating accounts to a maximum of 20 bank accounts to handle all district banking needs. The reduction will require the district to change its financial accounting system to maintain the integrity of fund and operational account transactions. The district should change the bank account structure with the purchase of a new financial system software. For central activity fund and food service needs, the district can establish an account with two major Houston banks to offer a network of branch banks in close proximity to the district's schools and stadiums.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Treasury Director develops a banking structure that includes a maximum of 20 bank accounts and submits the plan to the financial	January 1997
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system selection committee for inclusion in the software procurement process.	
2. The Treasury Director reconciles all operating accounts and advise the banks that accounts will be closed.	November 1997
3. The Treasury Director closes the accounts and establishes the remaining accounts in conjunction with the installation of the new financial system software.	December 1997

FISCAL IMPACT

Assuming a minimum of 61 accounts are closed, the district should realize a cost savings of at least \$20 per account, per month in account maintenance charges, transfer charges, and other service charges as a result of reducing the number of accounts.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Consolidate operating accounts	\$0	\$ 9,760	\$14,640	\$14,640	\$14,640

FINDING

The district's zero-balance accounts are an effective way to pool the district's operating account balances into interest-bearing accounts. However, the district does not use controlled disbursement accounts to pay its major vendors and suppliers of goods and services. Controlled disbursement accounts are a widely accepted cash management technique, which allows companies to gain maximum control over their disbursements. The technique lets companies know the exact amount of check clearings early each day. With this knowledge, companies can make more informed investment decisions and maximize potential investment opportunities. Companies also will realize additional interest income because checks written on controlled disbursement accounts clear the bank on controlled dates.

RECOMMENDATION 122:

Implement a controlled disbursement account for all non-payroll accounts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Treasury Director contacts the district's officer at First	November
---	----------

Interstate about renegotiating the district's bank depository contract to include the controlled disbursement feature.	1996
2. The Treasury Director establishes the appropriate disbursement accounts.	December 1996

FISCAL IMPACT

The controlled disbursement account should generate additional interest income of \$135,221 annually for the district as shown in **Exhibit 6-4**.

Exhibit 6-4 HISD Additional Interest Income Generated from Controlled Disbursement Account

Incremental monthly costs of controlled disbursement service	\$350
Bank balances required to support additional costs	\$85,103
Daily average disbursements based on 1995-1996 budget for operating account disbursements (\$348,000,000/252)	\$1,380,952
Times Float Improvement Days (per bank analysis)	X 2.02
Float Dollars Improved	\$2,789,523
Less Balances Required to Support Activity	\$85,103
Net Float Value of Disbursement Service	\$2,704,420
Times Value/Investment Rate	X 5.00%
Net Annual Benefit of Controlled Disbursement Processing	\$135,221

Source: Data extrapolated from HISD budget information and bank pricing and float analysis information obtained

from First Interstate and Texas Commerce Bank

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Obtain controlled disbursements	\$135,221	135,221	135,221	135,221	135,221

Cash Flow Forecasting

FINDING

HISD has a formal and well-documented Cash Management and Investment Policy Manual that outlines the district's guidelines and procedures for cash forecasting, reporting, and investing.

The district prepares annual and monthly cash flow projections that are reconciled to the budget based on tax collections and other projected receipts. Using the projection, excess funds are invested with maturities matched to future budgeted cash flow needs of the district. **Exhibit 6-5** presents an example of the district's annual cash flow projection. A weekly and daily cash flow forecast is also prepared on a monthly basis. The forecast is based upon historical data and adjusted to match the current year's budget. **Exhibit 6-6** presents an example of the district's daily cash flow forecast. At the end of each month, the district modifies its cash flow projections to reflect the actual cash receipts and disbursements and balances for the previous month. **Exhibit 6-7** presents an example of a monthly cash statement.

Exhibit 6-5
Annual Cash Flow Projections

	September	October	November	DecJanFeb	August	Total
BEGINNING BALANCE	\$189,695,398	\$255,492,664	\$270,523,813		\$276,214,000	\$189,695,398
Tax	\$2,600,000	\$3,685,000	\$2,080,000		\$2,000,000	\$545,870,000
State Sources	\$99,497,929	\$83,068,949	\$908,309		\$8,000,000	\$243,802,128
Interest	\$1,192,560	\$1,774,975	\$800,631		\$1,080,000	\$15,317,308
Cash Deposits	\$809,545	\$1,306,190	\$894,293		\$1,500,000	\$15,589,767
Interfund Transf	\$914,476	\$892,595	\$3,649,915		\$1,000,000	\$1,795,472
Palacios					\$3,849,780	\$27,106,040
Medicaid & Others	\$11,705,980	\$240,000	\$920,898			\$18,172,141
TOTAL RECEIPTS	\$116,720,490	\$90,967,709	\$9,254,046		\$17,429,780	\$882,652,856
Payroll	\$31,818,860	\$36,036,966	\$36,615,471		\$36,000,000	\$43,923,546
Suppl Payroll					\$1,000,000	\$6,600,000
Operating	\$16,916,450	\$35,221,941	\$19,993,046		\$39,000,000	\$350,652,835
Interfund Trnsf	\$2,187,914	\$4,676,153	\$4,696,208		\$5,800,000	\$64,872,048
Other		\$1,500			\$13,000	\$26,400

					\$21,830,780	\$21,964,425
TOTAL DISBURSEMENTS	\$5,093,224	\$75,936,560	\$61,304,725		\$103,643,780	\$883,348,254
ENDING BALANCE	\$255,492,664	\$270,523,813	\$218,473,134		\$190,000,000	\$190,000,000
INVESTMENT PORTFOLIO						
GF1-Agencies	\$214,151,684	\$245,749,450	\$207,054,128		\$180,000,000	\$180,000,000
Insure Agencies	\$10,698,048	\$995,693	\$10,712,596		\$9,800,000	\$9,800,000
Perm Fund Agencies						
Investors Trust	\$6,630	\$6,661	\$3,391			
Lone Star Inv.	\$30,526,440	\$23,656,590	\$187,753		\$100,000	\$100,000
GF1-Cash	\$109,861	\$115,419	\$508,966		\$100,000	\$100,000
TOTAL	\$255,492,663	\$270,523,813	\$218,470,134		\$190,000,000	\$190,000,000

Source: Extrapolated from HISD Treasury Department Cash Management Procedures Manual

Exhibit 6-6 Daily Cash Flow Forecast

	Beginning			Ending
Date	Balance	Receipts	Requirement	Balance
1-Mar-96	\$498,970,000	\$1,000,000	\$4,800,000	\$189,695,398
4-Mar-96	\$495,170,000	\$1,500,000	\$1,500,000	\$495,170,000
5-Mar-96	\$495,170,000	\$1,400,000	\$12,000,000	\$484,570,000
6-Mar-96	\$484,570,000	\$800,000	\$11,000,000	\$474,370,000
7-Mar-96	\$474,370,000	\$1,100,000	\$2,000,000	\$473,470,000
8-Mar-96	\$473,470,000	\$1,000,000	\$1,000,000	\$473,470,000
11-Mar-96	\$473,470,000	\$750,000	\$4,500,000	\$469,720,000
12-Mar-96	\$469,720,000	\$600,000	\$1,000,000	\$469,320,000

13-Mar-96	\$469,320,000	\$700,000	\$1,000,000	\$469,020,000
14-Mar-96	\$469,020,000	\$800,000	\$1,000,000	\$468,820,000
15-Mar-96	\$468,820,000	\$900,000	\$1,000,000	\$468,720,000
18-Mar-96	\$468,720,000	\$550,000	\$1,500,000	\$467,770,000
19-Mar-96	\$467,770,000	\$500,000	\$1,000,000	\$467,270,000
20-Mar-96	\$467,270,000	\$850,000	\$12,000,000	\$456,120,000
21-Mar-96	\$456,120,000	\$600,000	\$10,000,000	\$446,720,000
22-Mar-96	\$446,720,000	\$550,000	\$2,000,000	\$473,470,000
25-Mar-96	\$445,270,000	\$3,700,000	\$1,500,000	\$447,470,000
26-Mar-96	\$447,470,000	\$800,000	\$1,000,000	\$447,270,000
27-Mar-96	\$447,270,000	\$700,000	\$1,000,000	\$446,970,000
28-Mar-96	\$446,970,000	\$500,000	\$1,000,000	\$446,470,000
29-Mar-96	\$446,470,000	\$900,000	\$1,000,000	\$446,370,000
MARCH	\$498,970,000	\$20,200,000	\$72,800,000	\$446,370,000

Exhibit 6-7
Monthly Cash Statement

(Actual Receipts & Disbursements)

BEGINNING BAL \$163,267													
DATE	TAX COLL	WARR.	CASH DEPOSIT	AGENCIES	INTFUND TRNSF	INT	TOTAL RECEIPTS	OPER	PAYROLL	INTFUND TRSFERS	LOAN STAR	TOTAL DISB	ENDING BALANCE
1		\$638,214	\$885	\$3,293,064		\$36,936	\$3,069,700	\$15,257		\$3,300,000		\$3,315,257	\$318,409
2							0						0
3							0						0
4		3,100	1,426				4,526	2,500,000			-2,500,000		0
5	3,660,000	44,145	724	4,076,533		23,467	3,704,860	1,760,263	12,000,000		-5,000,000	3,760,263	767,541
6			2,000	9,883,003		116,097	10,002,000	3,800,061	6,406,730			10,206,860	473,501
7			106,094				106,094						0
8			38,236				38,236	20,223				20,223	507,608
9							0						0
10							0						0
11	2,405,000	193,000	9,366	4,804,775		105,225	7,607,366	7,021,306				7,021,306	373,658
12			222,796	-9,748,267			-9,525,471	-3,600,000			-6,000,000	-9,600,000	448,107
13	610,000	-193,000	19,363	-4,055,473	100,000	105,608	-3,323,502	200,000			-3,200,000	-3,000,000	124,605
14	385,000	12,354	1,020	-11,731,820	13,550		-11,319,878	725,568			-12,000,000	-11,274,442	79,250
15	360,000	7,400	55,346	-11,681,850			-11,250,104	700,000			-12,000,000	-11,300,000	120,155
16							0						0
17							0						0
18				1,232,088		27,913	1,260,001	1,260,000				1,260,000	120,155
19		20,796	62,100				82,896						203,142
20	1,145,000		20,853	11,796,711		213,280	13,165,853	1,315,534	12,000,000			13,315,534	53,461
21	747,000	665,058	206	9,715,646		206,780	11,425,679	5,366,327	6,412,121	-376,106		11,402,342	76,798
22			12,678				12,678						89,476
23			1,113				1,113						90,580
24			25,300				25,300						115,880
25		-665,058	736	9,724,472		275,528	9,334,778	1,700,000			-2,100,000	-400,000	9,860,667
26	1,206,000	116,097	3,409				1,330,506	1,500,000				1,500,000	9,681,173
27	628,000		219,004				847,004	1,000,000				1,000,000	9,528,177
28		-53,406	6,361	1,850,299	1,022,142	90,440	2,915,746	3,000,040				3,000,040	9,443,883
29		55,575	18,647				74,223						9,518,106
30							0						9,518,106
31							0						9,518,106
TOTAL \$11,236,000 \$883,977 \$794,661 \$20,130,180 \$1,225,701 \$1,202,183 \$35,571,702 \$29,184,650 \$36,008,010 \$2,023,804 (\$42,800,000) \$26,217,463													

Source: HISD Treasury Department

COMMENDATION

HISD is commended for developing and implementing sound cash management procedures and techniques.

Investment Activity

CURRENT SITUATION

The district's investment policies are established to comply with state guidelines for investing district funds. HISD limits its investment to:

- U. S. Government Obligations that are direct obligations of the U. S. Government or its agencies and instrumentalities which include:
 - Treasury Bills
 - Treasury Notes
 - Agency Discount Notes
 - Coupon Securities
- State Obligation that are direct obligations of the State of Texas or its agencies
- Other obligations such as:
 - Guaranteed principal and interest by the State of Texas or the U.S. Government or its agencies and instrumentalities
 - High-quality instruments of states, counties, cities, or other political subdivisions
- Repurchase Agreements

- Investment Pools
- Money Market Mutual Funds

FINDING

HISD's Treasury Department actively manages the district's investment portfolio using several of the allowed investment vehicles listed above.

The district's investments are maintained by fund and are pooled at times to purchase a single investment. Each individual fund is credited with its share of interest earnings for that investment. HISD obtains quotes daily from its list of nine qualified brokers (including two Minority/Women Business Enterprise firms). Securities are purchased from the broker offering the highest rate of return.

Exhibit 6-8 shows an example of the district's portfolio composition.

**Exhibit 6-8
Portfolio Totals By Fund**

As Of February 29, 1996

	US Agency Securities	Lone Star Investment Pool	Investors Cash Trust	Certificates of Deposits	Total
General Funds	\$457,102,734	\$77,710,556	\$6,782	\$500,000	\$535,320,072
Food Service Fund	\$11,037,623	\$1,025,031	--	--	\$12,062,654
Athletic Fund	\$366,937	\$902	--	--	\$367,839
Capital Acquisition Program Funds	\$16,524,148	\$1,172,195	--	--	\$17,696,344
Special Revenues Fund	\$1,963,739	\$2,139,452	--	--	\$4,103,191
Debt Service	\$54,144,920	\$16,483	--	--	\$54,161,403

Funds					
Capital Projects Funds	\$13,542,431	\$11,701,113	--	--	\$25,243,545
Asbestos Fund	\$2,918,576	\$1,754,543	--	--	\$4,673,118
Project Renewal Tax Fund	\$12,862,261	\$10,416,595	--	--	\$23,278,856
Project Renewal CAP Fund	\$2,236,354	\$6,220,676	--	--	\$8,567,030
Health Account	--	\$3,421,715	--	--	\$3,421,715
Workers' Compensation Fund	\$8,392,798	\$4,481	--	--	\$8,397,279
Trust & Agency Funds	\$643,892	\$0	--	--	\$643,892
Activity Funds	\$2,462,891	\$2,698,670	--	--	\$5,161,561
Deferred Compensation Fund	<u>\$1,243,565</u>	<u>\$4,836,302</u>	--	--	<u>\$6,079,868</u>
PORTFOLIO TOTALS	<u>\$585,442,869</u>	<u>\$123,228,714</u>	<u>\$6,782</u>	<u>\$500,000</u>	<u>\$709,178,365</u>

Source: HISD Monthly Financial Information report

The district prepares a daily investment statement that summarizes its overall cash and investment position. The purpose of the statement is (1) to determine if the cash position of the district is guaranteed by securities held in the district's name at the Federal Reserve Bank in an amount sufficient to protect the balances on hand; and (2) to examine the rates of returns in the financial markets so that investments achieve the highest rate of return after consideration of safety and liquidity. **Exhibit 6-9** sets out an example of a daily investment statement.

Exhibit 6-9 Daily Investment Statement

		CASH POSITION REQUIRING COLLATERAL			
BEGINNING					
BALANCES CASH IN BANK				\$1,335,496	
ADDITIONAL FUNDS					
RECEIVED TAX				0	
WARRANTS				0	
TRANSFER FROM				0	
OPERATING RECEIPTS				0	
PLUS MATURITIES OF:					
AGENCIES				0	
INVESTORS TRUST				0	
CERTIFICATES OF				0	
DEBT INVESTMENT				0	
TEXPOOL				0	
LESS PURCHASES OF:					
AGENCIES				0	
INVESTORS TRUST				0	
CERTIFICATES OF				0	
DEBT INVESTMENT				0	
TEXPOOL				0	
DEBT SERVICE				0	
PAYMENTS				0	
TOTAL CASH POSITION REQUIRING				\$1,335,496	
II. COLLATERALIZATION					
POSITION MARKET VALUE OF PLEDGED				\$50,000,000	
SECURITY				200,000	
LESS COLLATERAL				1,335,496	
REQUIRED				\$48,864,504	
EXCESS					
III. COLLATERAL					
MONEY MARKET SWEEP ACCTS. CASH MGMT.				\$3,843,934	
IV. INVESTMENT					
BALANCES	BEG. BAL.	MATURITIES	PURCHASES	AMOUNT	PORTFOLIO %
INVESTORS TRUST	\$6,781	\$0	\$0	\$6,781	0.00%
AGENCIES	\$585,442,869	\$0	\$0	\$585,442,869	82.55%
CERTIFICATE OF	\$500,000	\$0	\$0	\$500,000	0.07%
DEBT INVESTMENT	\$123,228,714	\$0	\$0	\$123,228,714	17.38%
TEXPOOL	\$0	\$0	\$0	\$0	0.00%
TOTAL INVESTMENTS	\$709,178,364	\$0	\$0	\$709,178,364	100.00%
V. INVESTMENT RATES					
TODAY'S PRIME RATE				8.25%	
T-BILL RATE				4.86%	
HISD CD BOND EQUIVALENT				5.45%	
TEXPOOL RATE				5.31%	

Source: HISD Quarterly Report

HISD maintained its major investment account with Texpool until November 1994. In December 1994, the district began actively managing its investment portfolio using US Government Agency securities as the primary investment instrument. From December 1994 through fiscal 1995, the district earned \$1,023,982 more in interest income than would have been earned if the funds had been invested in Texpool. **Exhibit 6-10**

presents a comparison of interest rates and earnings among the different investment vehicles.

Exhibit 6-10
Comparison Of Interest Rates & Earnings

HOUSTON ISD						> LONE STAR INVESTMENT POOL - MNY MRKT	TEXPOOL
	AGENCY INVESTMENTS	RATE	INTEREST	RATE	INTEREST	RATE	INTEREST
Dec-94	\$247,164,201	5.9534%	\$1,249,739	5.68%	\$1,192,347	5.0535%	\$1,060,832
Jan-95	\$418,207,429	5.9511%	\$2,113,770	5.98%	\$2,124,035	5.5270%	\$1,963,134
Feb-95	\$574,877,698	6.2621%	\$2,663,653	6.04%	\$2,663,653	5.9690%	\$2,632,341
Mar-95	\$572,214,403	6.2766%	\$3,050,367	6.11%	\$2,969,401	5.9144%	\$2,874,341
Apr-95	\$527,041,073	6.2809%	\$2,720,788	6.14%	\$2,659,752	5.9073%	\$2,558,950
May-95	\$454,179,278	6.2824%	\$2,423,381	6.10%	\$2,353,022	5.9554%	\$2,297,244
Jun-95	\$390,482,843	6.2554%	\$2,007,638	6.05%	\$1,941,716	5.9713%	\$1,916,458
Jul-95	\$355,818,299	6.0905%	\$1,840,560	5.86%	\$1,770,903	5.8139%	\$1,756,971
Aug-95	\$295,560,210	6.0392%	\$1,515,983	5.77%	\$1,448,406	5.7322%	\$1,438,918
TOTAL			\$16,327,283		\$15,903,926		\$15,303,301
EXTRA EARNINGS OVER LONE STAR			\$423,357				
EXTRA EARNINGS OVER TEXPOOL			\$1,023,982				

Source: HISD Treasury Department

The district's average rate of return of 6.15 percent on its agency investments compares favorably with Philadelphia School District's composite rate of 5.6 percent and Los Angeles School District's composite rate of 5.7 percent for its most recent fiscal year. According to an analyst with Merrill Lynch, the district does an exceptional job of maximizing its investment yield within the parameters of allowable investment instruments established by state statutes and the district's own investment policy.

COMMENDATION

The district is commended for actively managing its investment portfolio and maximizing its investment returns.

FINDING

The 74th Texas Legislature, in House Bill 2459, significantly changed the Public Funds Investment Act. These changes became effective September 1, 1995 and cover all state agencies, cities, counties, and school districts. Some of the changes are outlined below.

- The governing body of an investing entity must adopt a written investment policy on the investment of its funds and funds under its control.
- The investment policy must be written, emphasize safety of principal and liquidity, and address investment diversification, yield maturity, and the quality and capability of investment management.
- The governing body shall adopt a separate written strategy for each of the investment funds under its control, and each strategy must describe the investment objectives of the particular fund.
- The governing body shall review the investment policy and investment strategies at least annually.
- Officers of the investing entity must attend at least one training session relating to the officers' responsibilities within 12 months of assuming investment duties.
- Investment officers must prepare and submit to the governing body a written report of investment transactions for all funds, at least quarterly.

The district complies with the reporting requirements of H.B. 2459 and publishes both a Quarterly Investment Report and, since August 1995, a Monthly Financial Information Report that includes a daily investment statement, investment portfolio, maturity schedule, and yield comparisons.

COMMENDATION

HISD is commended for keeping abreast of statutory changes that safeguard the district's investments and for taking steps to conform to the law.

Chapter 6:

B. RISK PROTECTION

Risk management limits the district's exposure to financial loss through insurance coverage for district employees, students, and district assets. HISD's risk management activities are administered by the staff listed below:

- Health Insurance and workers' compensation are administered by the deputy superintendent of Human Resources. The assistant superintendent of Benefits directs the managers of the Employee Benefits and Claims departments.
- Property, casualty, and general liability coverage is administered by the deputy superintendent of Fiscal and Business Affairs through the Risk Management Department. The department is charged with administering all risk management programs except for employee benefits.

Employee Health Insurance

FINDING

HISD is developing a wellness program for its employees. Plans are to begin the program with activities to include aerobics, walking, and diet programs. The district also plans to establish contractual arrangements with private health facilities to incorporate fitness activities for employees throughout the district.

COMMENDATION

The district is commended for implementing a wellness program to assist and encourage employees to pursue healthy activities.

FINDING

HISD operates a cafeteria plan that allows employees to choose from available options, with most requiring employee contributions. Listed below are the benefits and coverages available to HISD employees for the 1996 calendar year:

Health Coverage with four available options (**Exhibit 6-11**)
 Basic and Supplemental Life and ADD Insurance Coverage with three available options
 Dental Coverage with two available options
 Vision Coverage
 Cancer Coverage
 Hospital Indemnity Coverage
 Medical Care and Dependent Care Reimbursement Accounts
 Income Replacement Coverage with a range of elimination periods
 Pre-Paid Legal Services
 Tax Sheltered Annuities with a large number of participating carriers and mutual funds
 Deferred Compensation

All benefits are optional and can be paid with pre-tax dollars. HISD contributes only to the health care options.

**Exhibit 6-11
 HISD Medical Plan Choices**

Feature	Sanus Plus Point-of-Service		PN/HMO	EPN/HMO	Indemnity Medical Plan
	HMO (In-Network)	Out-of-Network			
Individual Calendar Year Deductible	None	\$750	None	None	\$500
Family Calendar Year Deductible	None	\$2,250	None	None	\$1,500
Maximum out-of-pocket per Calendar Year	\$650 per person \$1,500 per family	\$3,500 per person \$10,500 per family (less deductible)	\$850 per person \$2,000 per family	\$650 per person \$1,500 per family	unlimited per person unlimited per person
Doctor's Office	\$10 copayment per visit	70% after deductible	\$20 copayment per visit	\$5 copayment	50% after deductible
Preventive Care ⁴	No charge	Not covered	No charge	No charge	Not covered
Hospital Admission Copayment	\$275	70% after deductible	\$500	\$100	50% after deductible
Emergency Room Copayment	\$40	70% after deductible	\$40	\$40	50% after deductible
Outpatient Surgery	\$50 copayment per surgery	70% after deductible	\$100 copayment per surgery	\$25 copayment per surgery	50% after deductible
Participating Pharmacy					
Deductible	\$100	\$100	\$100	\$50	Deductible above applies
Copayment Generic	\$5 \$10	\$5 \$10	\$5 \$10	\$5 \$10	50% after deductible
Brand Name					

Mail Order Pharmacy					
Deductible	None	None	None	None	Deductible above applies 50% after deductible
Copayment Generic	\$5 \$10	\$5 \$10	\$5 \$10	\$5 \$10	
Brand Name					
Benefit maximums					
Mental & Nervous	30 days per calendar year Unlimited	\$30,000 lifetime maximum Unlimited	30 days per calendar year Unlimited	30 days per calendar year Unlimited	\$30,000 lifetime maximum Unlimited
Other Conditions					

Source: HISD Employee Benefits 1996 Enrollment Guide

Exhibit 6-12 shows the total health care premium costs and employees' net cost based on the different health care options shown in **Exhibit 6-11**.

Exhibit 6-12
1996 Monthly Benefits Rate Schedule

Option 1	Total Health Premium	Basic Life Premium	District Contribution	Total Employee Cost
SanusPlus				
Employee Only	\$221.58	\$0.72	(\$173.22)	\$49.02
Employee & Spouse	\$318.40	\$0.72	(\$173.22)	\$145.84
Employee & Children	\$409.88	\$0.72	(\$173.22)	\$237.32
Employee & Family	\$538.30	\$0.72	(\$173.22)	\$365.74
Option 2	Total Health Premium	Basic Life Premium	District Contribution	Total Employee Cost
PPN/HMO				
Employee Only	\$187.20	\$0.72	(\$173.22)	\$14.64
Employee & Spouse	\$273.70	\$0.72	(\$173.22)	\$101.14
Employee & Children	\$266.72	\$0.72	(\$173.22)	\$94.16
Employee &	\$408.16	\$0.72	(\$173.22)	\$235.60

Family				
Option 3 EPN/HMO	Total Health Premium	Basic Life Premium	District Contribution	Total Employee Cost
Employee Only	\$172.56	\$0.72	(\$173.22)	\$0
Employee & Spouse	\$248.74	\$0.72	(\$173.22)	\$76.18
Employee & Children	\$241.76	\$0.72	(\$173.22)	\$69.20
Employee & Family	\$373.22	\$0.72	(\$173.22)	\$200.66
Option 4 Indemnity Plan	Total Health Premium	Basic Life Premium	District Contribution	Total Employee Cost
Employee Only	\$172.56	\$0.72	(\$173.22)	\$0
Employee & Spouse	\$252.98	\$0.72	(\$173.22)	\$80.42
Employee & Children	\$250.34	\$0.72	(\$173.22)	\$77.78
Employee & Family	\$379.16	\$0.72	(\$173.22)	\$206.60

Source: HISD Employee Benefits 1996 Enrollment Guide

As shown in **Exhibit 6-13** the district's contribution of \$173.32 a month per employee toward the cost of health coverage is one of the highest in the state among the largest school districts.

**Exhibit 6-13
Employee Benefits Comparative Analysis**

District	District Monthly Contribution for Health Coverage per Employee
Austin I.S.D.	\$117.13

Dallas I.S.D.	\$110.00
El Paso	\$199.40 Choice Care \$154.00 HMO Blue
Ft. Worth I.S.D.	\$154.00
Houston	\$173.32
San Antonio	\$130.91

Source: Houston I.S.D. Employee Benefits Department

The district's contribution rate, however, is well below the premiums paid for employee health care coverage by other large Houston employers as shown in **Exhibit 6-14**.

Exhibit 6-14
Health Care Coverage Costs of Houston Major Employers

Type of Plan	Average Monthly Premium Contribution per Employee
Preferred Provider Organization	\$326
Point of Service Plan	\$352
Indemnity Insurance	\$299
Health Maintenance Organization	\$298
Average of All Plans	\$313
Houston I.S.D.	\$173

Source: J.E. Stone & Associates, Houston Area Health Care Coalition

FINDING

The district switched its health insurance coverage back to Sanus (now NYLCare) beginning with fiscal 1995-1996. According to the district, NYLCare purchased UMG and as a result, has agreed to offset a minimum \$700,000 in overcharges against premiums being paid by HISD.

The district's internal audit group conducted a follow-up investigation of the unresolved payment issues from the 1994 Major Medical Plan. The internal auditors report dated August 31, 1996 concluded that the district "needs to collect the \$700,000 immediately."

As part of its contract with NYLCare, the district negotiated a number of cost containment and performance related measures.

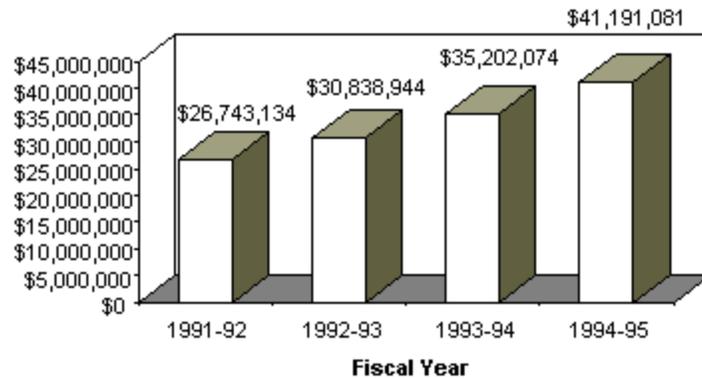
- **Rate Guarantees** - The district secured limits (caps) on premium rate increases, regardless of the final participation in each of the four options offered by NYLCare. For the plan year 1997, the renewal rate is guaranteed not to exceed 5 percent of the prior year premium, and for 1998, the renewal rate is guaranteed not to exceed 6 percent of the 1997 premium. The premium costs (and therefore increases) may be lower depending upon final utilization.
- **Provider Review Committee** - NYLCare agreed to establish a Provider Review Committee to ensure that plan members have an additional mechanism to appeal health care referral and access determinations. The Committee is comprised of four representatives from HISD (two from HISD Administration and two from the Employee Benefits Committee), one independent licensed medical doctor, and two representatives from NYLCare.
- **Performance Guarantee** - NYLCare agreed to place a maximum of \$500,000 at risk to meet member survey criteria which were developed by NYLCare and approved by the district. The guarantee was designed to provide an incentive for NYLCare to provide a high level of service to the employees participating in the health care plan.

COMMENDATION

The district is commended for negotiating favorable cost containment measures and performance commitments with its health care provider.

The district's overall health care costs, which include administrative and claims costs, have risen dramatically over the past three years as shown in **Exhibit 6-15**. From fiscal 1992 to 1995, the district's health care (including life insurance) costs have increased by 46 percent.

Exhibit 6-15 HISD Health Care Costs



Source: PEIMS Data

FINDING

HISD has changed health insurance carriers twice in the last three years.

An investigation of the 1994 major medical plan by the district's internal audit group indicated that the district implemented a self-funded plan for 1994 as a result of employee dissatisfaction with the 1993 major medical plan administered by Sanus. The report stated that, based on the recommendation of an independent consulting firm, the district sought to initially establish an exclusive provider organization (EPO) to take advantage of its size and bargaining power. The consulting firm estimated that an EPO would reduce the district's health care expense by approximately 20 percent and resolve problems dealing with specialist referrals and other administrative problems encountered under the Sanus 1993 major medical plan.

A District Benefits Committee, comprised of representatives from each of the district's eight employee groups, meets regularly to discuss employee benefits concerns. The committee's purpose is to consult with and advise management on benefits issues. While the committee has no official bargaining authority and was established as an advisory group, influence in decision-making with the previous administration was significant and contributed greatly to the ultimate demise of the planned EPO. Employee group representatives indicated they were not opposed to the EPO, but had specific coverage recommendations that they felt were uninsured by the EPO.

The district ultimately selected John Hancock to administer the 1994 major medical plan. Unfortunately, severe problems were encountered

with the administration of the plan and significant additional costs were incurred. The internal auditor's report included the following assessment of the 1994 plan:

As of March 17, 1995, the District's Risk Management Department estimated the 1994 major medical plan cost overage (under-funding) to be \$13,163,738. This amount may be reduced by \$700,000 of overcharges identified during a preliminary audit of University Medical Group (UMG), one of the medical care providers in the major medical plan network. To date, the District has not collected any of the \$700,000. Current negotiations and additional medical claims audits may result in recovery of a greater amount.

The 1994 major medical plan claims were not adequately monitored because John Hancock's major medical claims reporting system repeatedly broke-down and, when not broken-down, did not provide the analysis of medical claims as required by the District.

The auditor's report made the following recommendations :

An audit of the entire 1994 health care provider network, inclusive of claims paid and service discounts received, should be conducted utilizing a professional medical audit group. Consideration may be given to funding the audit on a contingency basis.

Employee Benefits and Risk Management needs to actively pursue collection of the \$700,000 overcharges identified during the preliminary audit of UMG.

RECOMMENDATION 123:

The Benefit Committee, in cooperation with the district, should set standards for health insurance and the district should competitively bid the coverage based on those standards.

Once standards are set , it should be the district's responsibility to bid and negotiate the most cost-effective options for the employees.

In addition, the district should explore forming alliances with other employer groups to further leverage its bargaining position with hospitals and doctor groups. The Houston Area Health Care Coalition is a group of corporations that have banded together to achieve greater efficiencies in

the managed care arena. Prominent Houston companies such as Compaq, Coastal Energy, and Mitchell Energy are members of the Coalition. HISD should consider this alternative as well as part of a long-range study of its health care needs.

While it is important that the district consider the needs of its employees, the administration must assume the lead role in the planning effort to structure a managed health care arrangement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. As part of a districtwide strategic planning effort, the superintendent sets up meetings with the Benefit Committee to develop standards for health care for district employees.	November 1996
2. The district issues a request for proposal (RFP) that contains the standards agreed to by the committee and the district.	January 1997
3. The district purchases the most cost-effective insurance coverage possible, within the agreed-to standards.	May 1997

FISCAL IMPACT

HISD should set a goal of reducing health care costs by \$2 million. This amount is about 5 percent of current costs (\$41 million), which insurance groups indicate is a conservative reduction based on HISD's current costs.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Bid health insurance based on standards	-0-	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000

Workers' Compensation

CURRENT SITUATION

HISD's workers' compensation program is self-funded up to \$350,000 per employee. An insurance policy is maintained that provides coverage for claims above this amount.

FINDING

As part of its efforts to contain increasing workers' compensation costs, the district has developed a Transitional Duty Program, which encourages

injured employees to return to work early. The program would help to identify and place injured workers in meaningful positions within the district, ideally in the worker's own department. The workers participating in the program can be placed back on active duty status, back on the payroll, and off workers' benefit payment status.

The district has also introduced a Preferred Provider Organization (PPO) and a select network of "gatekeeper" physicians to steer injured employees to quality medical providers. Through the program, the district has identified and networked doctors who are located in close proximity to all HISD work locations. These doctors provide a discount well below the Texas Workers' Compensation Commission fee schedule.

In addition to the above, the district and its outside workers' compensation administrator have recently stepped up their investigation of fraudulent workers' compensation claims. In several recent cases, the district used hidden surveillance cameras to document physical activities of workers who had filed injury claims. The cases were well publicized in news reports on local television stations and in a newspaper article. The publicity surrounding the district's actions should act as a deterrent for employees filing fraudulent claims.

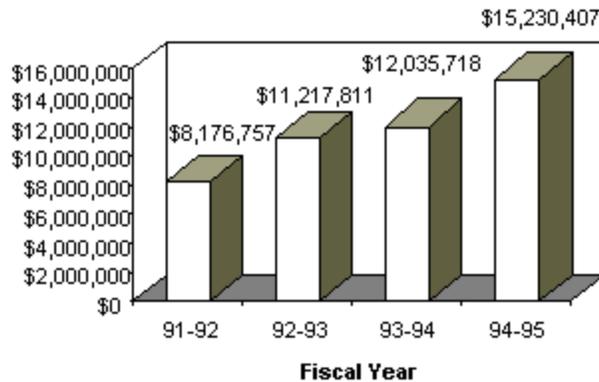
COMMENDATION

The district is commended for implementing a number of initiatives designed to control and contain the increase in workers' compensation claims and associated costs.

FINDING

The district's workers' compensation costs have increased significantly over the past three years. As shown in **Exhibit 6-16**, fiscal 1995 costs totaled \$15.2 million, an increase of 27 percent over fiscal 1994, and 86 percent since fiscal 1992.

Exhibit 6-16 Workers' Compensation Costs



Source: PEIMS Data

During this period of time, the district's workers' compensation claims were administered by the Texas Association of School Boards (TASB), with assistance from the district's claims administration personnel. An internal audit report entitled *Analysis of Worker's Compensation Bids* attributes much of the increase to "determinations made by the district's Benefits staff and outside vendors, (which) indicate (TASB on the behalf of) the district has significantly overpaid workers' compensation claims." The district prepared a request for proposal to solicit bids of companies to conduct audits of their prior workers' compensation claims in an effort to recover overpaid claims, and, on August 16, 1996, the district hired an outside firm to conduct the audit.

In conjunction with internal efforts to develop a more cost-efficient workers' compensation program, the district requested proposals for outsourcing the administration of workers' compensation claims in July 1995. The district received 15 proposals and hired an independent consultant to evaluate the proposals and outline the strengths and weaknesses of each bidder. As part of this process, HISD's benefits group also prepared a proposal to provide all of the claims administration services in house.

After reviewing the proposals, the district contracted with IHDS-Summit of Texas in December 1995 to provide all workers' compensation administrative claims processing and payment services. The internal audit report claims the new process will reduce the district's costs by a minimum of \$1 million per year.

While the independent report rated another bidder higher for their traditional claims handling approach and experience in Texas, IHDS's bid was ultimately selected because it included a "stop loss insurance package" in its proposal, which would indemnify the district if claims

exceeded a certain (capped) amount. IHDS was required to post a performance bond due to its relatively weak financial position. The auditor's report cited that IHDS, a relatively new company to Texas, had not had a profitable year. IHDS performs the same service for the City of Houston.

While the district has recently taken some actions to contain and control spiraling workers' compensation costs, no long-range planning has taken place to consider alternative strategies that could yield additional cost savings. According to Russ Edwards of Edwards Risk Management, several smaller Texas school districts have established consortiums or "pool programs," which have reduced retention costs and claims administration costs.

RECOMMENDATION 124:

The district should establish a workers' compensation planning committee to study alternative approaches to manage its long-term workers' compensation program cost-effectively.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent establishes a Workers' Compensation Planning Committee to study alternative approaches to managing and controlling workers' compensation costs.	November 1996
2. The committee studies alternative approaches including establishing a consortium of large school districts to reduce workers' compensation costs.	January 1997
3. The committee recommends a specific course of action to the superintendent on the district's workers' compensation program.	February 1997
4. The superintendent directs the assistant superintendent of Benefits to implement the recommendations.	March 1997

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

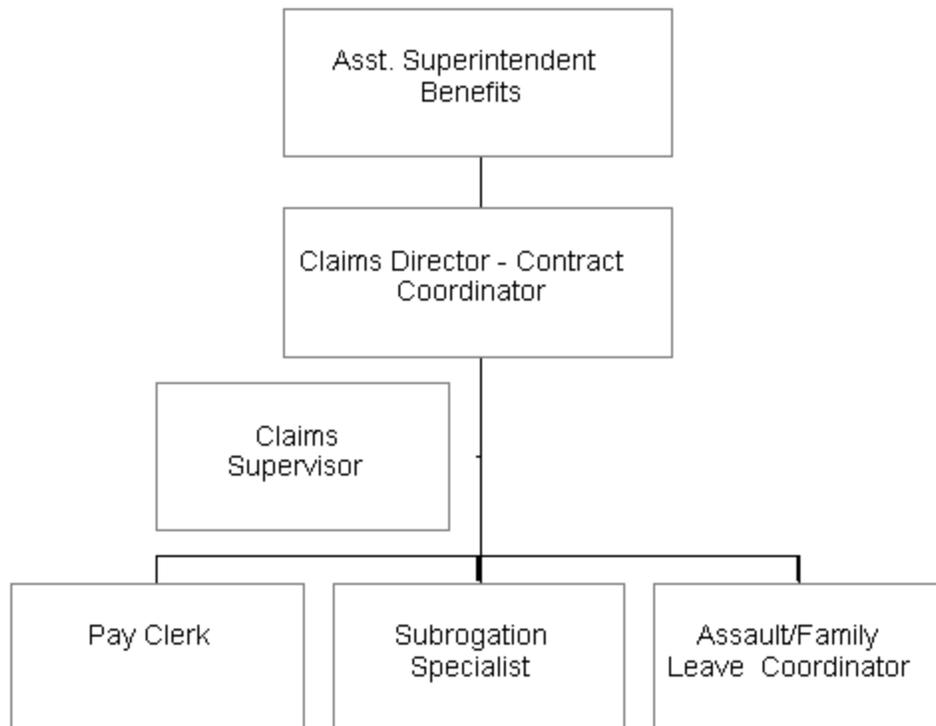
The contract with IHDS to provide third-party administration of workers' compensation claims created an opportunity for the district to eliminate several positions. Before outsourcing the claims administration function, the district's claims department staff consisted of 19 full-time personnel,

with another 16 open positions included in the fiscal 1996 budget. The funds were included in the budget in anticipation of bringing more of the claims administration functions in house. As of August 1996, the district's workers' compensation staff had been reduced to nine personnel. Once the transition of all existing files to IHDS - Houston is completed, based on the comprehensive nature of IHDS' services, a staff of only six positions would be needed to coordinate the claims administration with IHDS.

RECOMMENDATION 125:

The district should eliminate unnecessary positions due to outsourcing workers' compensation claims administration.

**Exhibit 6-17
Proposed Claims Department**



IMPLEMENTATION STRATEGIES AND TIMELINE

<p>The deputy superintendent of Human Resources notifies displaced workers of the district's intent to eliminate their positions due to the outsourcing of workers' compensation administration. Consideration is given to providing some assistance to the displaced workers by allowing them to apply for open positions in other departments within the district.</p>	<p>November 1996</p>
--	----------------------

FISCAL IMPACT

Based on the budgeted salaries and benefits for the 26 positions already eliminated, the district will save approximately \$792,169 annually (salaries of \$708,686 plus benefits at 11.78 percent or \$83,483). Eliminating an additional three positions will yield annual cost savings of \$91,404.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Eliminate 3 additional positions in the workers' compensation department	\$91,404	\$91,404	\$91,404	\$91,404	\$91,404

FINDING

The district's Claims Department analyzes all workers' compensation claims for the district. As shown in **Exhibit 6-18**, workers' compensation claims for professional administrative and clerical staff increased 13 percent in fiscal 1995, while claims from driver/vehicle maintenance employees increased 32 percent.

Exhibit 6-18 HISD Workers' Compensation Reported Claims By Worker Category

CATEGORY	92-93	93-94	94-95	% CHG
Professional Adm. & Clerical	3022	2006	2266	12.8%
Muilding Maintenance	440	434	372	(15.5%)
Food Service	413	459	444	7.5%
Custodial	535	529	497	(7.1%)
Drivers/Vehicle Maintenance	332	320	439	32.2%
Others	86	82	81	(5.8%)
TOTAL	3828	3830	4099	7.1%

Source: HISD Claim Department Workers' Compensation Activity Report

The Safety and Loss Control Section has developed a number of Training Programs for district employees and students in an effort to reduce job-related accidents. Examples include:

- Safety awareness on the job and stress management;
- Personal Protection Equipment: back safety, preventing slips and falls, etc.;
- Campus safety training programs; and
- Student aggression

The section also began publishing two semi-monthly newsletters in January entitled *Safety Link* and *Campus Safety Alert* on safety issues.

The Safety and Loss Control section also is responsible for investigating workers' compensation related injuries, however, the report from the workers' compensation area is not received for several days, resulting in delays in investigating the injuries. Access to workers' compensation reports either through E-Mail or direct computer access to injury reports would improve efficiency in conducting investigations.

RECOMMENDATION 126:

Injury reports should be E-Mailed or sent on-line to Safety and Loss Control for immediate investigation.

According to the publication *Healthy Business*, Fall 1995 by Kelsey-Seybold Clinic of Houston - Department of Occupational Medicine, the strategies most effective at cutting workers' compensation costs include:

- auditing claims;
- establishing an injury prevention program; and
- educating workers.

The district has recently implemented several cost containment initiatives discussed earlier in this chapter.

Immediate access to claim information will allow the district to investigate claims efficiently, monitor the nature of reported claims, update reports, and target preventive measures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Fiscal and Business Administration directs the Claims Department to E-mail injury reports to Safety and Loss Control immediately upon completion.
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November 1996

2. The Claims Department and Safety and Loss Control establishes the necessary procedures and controls to communicate via E-mail.	November 1996
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FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Property, Casualty And General Liability Insurance

FINDING

HISD had developed a comprehensive property and casualty program that protects against financial loss. The district evaluates insurance premium costs every year to ensure the district pays the lowest possible premiums. **Exhibit 6-19** presents HISD's property-related insurance coverage.

<p align="center">Exhibit 6-19 HISD Property Casualty/General Liability Insurance Coverage Fiscal 1995 - 1996</p>					
Type of Policy	Insurance Company	Amount of Insurance	Deductible	Policy Term	Premium
<p><u>Category I - Property</u></p> <p>A. Physical damage to Buildings and Contents; Blanket Coverage</p>	<p>The Travelers Insurance Company of Illinois (Primary Layer)</p>	<p>\$200,000,000 all perils; \$10,000,000 flood and earthquake.</p>	<p>\$100,000 per occurrence \$250,000 per occurrence for catastrophic events</p>	<p>09/01/94 to 09/15/95</p>	<p>\$867,809 Annual</p>
<p>B. Flood</p>	<p>South Carolina Insurance Company</p>	<p>Per Schedule; \$6,200-\$25,000.</p>	<p>\$500-\$750 Each Building & Contents</p>	<p>08/23/95 to 08/23/96</p>	<p>\$4,977 Annual</p>
<p>C. Boiler and Machinery Policy (plus</p>	<p>American Manufacturers Mutual</p>	<p>\$30,000,000 per accident; \$2,000,000</p>	<p>\$10,000 per accident & location.</p>	<p>08/01/95 to 08/01/96</p>	<p>\$41,459 Annual</p>

boiler Inspections)	Insurance Company (Kemper)	hazardous substance.	\$100,000 aggregate per accident		
D. Mobile Equipment Floater and Fleet Catastrophe Floaters	United Pacific Insurance Company (Reliance)	Mobile Equipment; Per Schedule. Fleet Catastrophe; Replacement cost \$10,000,000 per occurrence.	Mobile Equipment: Per Schedule. Fleet Catastrophe: \$100,000 per occurrence.	12/01/94 to 12/01/95	\$29,637 Annual
E. Communications Equipment Misc. Articles Floater	Texas Pacific Indemnity Co. (Chubb Insurance Group)	Per Schedule.	\$500	08/24/94 to 08/24/97	\$1,017 Annual (Based On Insured Value)
F. Crime Coverage	U.S. Fire Insurance Company	\$5,000,000 per occurrence. \$100,000 per occurrence.	\$5,000 per occurrence. \$5,000 per occurrence.	12/01/94 to 12/01/97	\$20,339 Annual

Source: HISD Risk Management Department

Exhibit 6-19 HISD Property Casualty/General Liability Insurance Coverage (continued) Fiscal 1995 - 1996					
Type of Policy	Insurance Company	Amount of Insurance	Deductible	Policy Term	Premium
<u>Category II - Liability</u>					
A. Business	Mid-Continent	Bodily Injury:	\$20,000 per	12/01/94	\$910,000

Automobile Policy (BAP)	Casualty Company	\$100,000 per person; \$300,000 per occurrence	occurrence.	to 12/01/95	Estimated (Based On \$463.81 per Vehicle)
B. Business Automobile Policy (BAP)	Mid-Continent Casualty Company	\$1,000,000 Combined Single Limit	None	12/01/94 to 12/01/95	\$500 Annual
C. School Professional Legal Liability	TASB Property Casualty Joint Account	\$5,000,000 per occurrence. \$5,000,000 annual aggregate.	\$100,000 per occurrence.	12/01/94 to 12/01/95	\$313,959 Annual
D. General Liability Personal Injury Employee Benefits Liability	TASB Property Casualty Joint Account	\$1,000,000 per occurrence	\$10,000 per occurrence.	12/01/94 to 12/01/95	\$124,380 Annual
E. General Liability for Health Science Proctor Program	Audobon Indemnity Company	\$1000,000 per occurrence. \$300,000 aggregate.	\$1,000 per occurrence	12/01/94 to 12/01/95	\$2,534 Estimated (Based On \$6,465 per Student)
F. General Liability (Well Monitoring)	Western World Insurance Company	\$500,000 per occurrence. \$500,000 aggregate.	\$250 per occurrence	09/31/94 to 09/13/95	\$1,787 Annual
G. General Liability	Mid-Continent Casualty	\$1,000,000	None	05/19/95 to	\$500.00 Annual

(Antenna Lease)	Company	Combined Single Limit		05/19/96	
H. General Liability (CBVI Program)	Mid-Continent Casualty Company	\$1,000,000 Combined Single Limit	None	07/01/95 to 07/01/96	\$2,500 Estimated (Based On \$18.52 per Student)

Source: HISD Risk Management Department

Exhibit 6-19					
HISD Property Casualty/General Liability Insurance Coverage (continued)					
Fiscal 1995 - 1996					
Type Of Policy	Insurance Company	Amount of Policy	Deductible	Policy Term	Premium
<u>Category III - Bonds</u>					
A. Public Official Position Bond (Peace Officer Bond # 1)	Fidelity and Deposit Company	\$1,000.00 Each Officer	N/A	12/13/93 to 12/13/96	\$2,160 3-Year Premium
B. Public Official Position Bond (Peace Officer Bond # 2)	Universal Surety of America	\$1,000.00 Each Officer	N/A	05/07/95 to 05/07/98	\$1,638 3-Year Premium
C. Sidewalk Driveway, Curb and Gutter Builders Bond	Universal Surety of America	\$2,000	None	04/01/95 to 04/01/96	\$50

D. Notary Bond	Universal Surety of America or Western Surety	\$2,500	None	Varies; Individual polices, last four years	\$71 Per Person
E. Restoration Bond (Well Monitoring)	Universal Surety of America	\$25,000.00	None	09/13/94 Until Canceled	\$500

Source: HISD Risk Management Department

Exhibit 6-19 HISD Property Casualty/General Liability Insurance Coverage (continued) Fiscal 1995 - 1996					
Type Of Policy	Insurance Company	Amount of Policy	Deductible	Policy Term	Premium
<u>Category IV - Misc.</u> A. Excess Workers' Compensation and Employers' Liability Insurance	Continental Casualty Company (CNA)	Workers' Comp. Statutory Employers' Liability \$1,000,000	\$350,000 per occurrence.	09/01/94 to 09/01/95	\$320,000 Minimum premium based on \$0.05 per \$100 of payroll costs.
B. Athletic Injury Insurance	Life Insurance Co. Of North America (Primary) Life Insurance Co. Of North America (Catastrophic)	Primary: \$10,000 Excess: \$5,000,000 Reasonable and customary charge for medical expenses.	No deductible, excess all other policies.	08/01/95 to 07/31/96	Annual Premium: \$648,561* Primary \$592,000 Flat Fee. Catastrophic \$57,561 Based on HS & MS * Partially Funded by parents.
C. Voluntary	Life	Maximum	No	08/21/95	At School

Student Accident Insurance	Insurance CO. Of North America	Benefits \$250,000 See polices for schedule of benefits.	deductible, excess all other policies.	to 09/01/96	Plan B - \$16 Plan D - \$8 24 Hour Plan B - \$54 Plan D - \$30 Add \$8 For Extended Dental Coverage
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Source: HISD Risk Management Department

The district uses independent insurance brokerage and consulting firms to help procure insurance coverage and advise the district on how to reduce premium costs by using various risk management techniques. The district acquires all of its insurance coverage through competitive bids and is in compliance with the State Attorney General opinion on this issue.

An independent accounting firm's report noted that:

The District's Office of Risk Management obtained a \$300,000 premium reduction in the District's school professional legal liability insurance for the fiscal years ended August 31, 1994 and 1995 by increasing the District's deductible from \$50,000 to \$100,000 per occurrence. Based on the District's loss experience during the past ten years, the increase in the deductible (will make the district liable for about) \$70,000 annual (for a net savings of \$230,000).

COMMENDATION

The district should be commended for maintaining comprehensive, cost-effective property, casualty, and general liability insurance for the district.

Chapter 6:

C. BOND ISSUANCE AND INDEBTEDNESS

CURRENT SITUATION

This subsection covers the issuance of bonds, debt funding, and refinancing, which are the responsibilities of the deputy superintendent of Fiscal and Business Administration. The district uses a competitive bid process to choose firms that will sell its bonds. The firm submitting the bid with the lowest effective interest cost, regardless of the premium or discount, wins the contract.

HISD's last successful bond election was in 1989. At that time, voters approved a \$300,000,000 bond issue. The district had a refunding issue in 1992 and again in 1993. Since the last refunding issue, there have been contractual obligations issued by the district, but these did not require a vote of the public, only a vote of the school board.

Exhibit 6-20 presents the district's outstanding bond debt at the end of fiscal 1995. In May 1996, the district held a special bond election seeking voter approval to issue \$390 million in bonds to finance new construction, renovation, and repairs and maintenance of schools. The voters rejected the bond referendum.

Exhibit 6-20
HISD Debt
August 31, 1995

Description	Amount of Original Issue	Interest Rates	Amount Outstanding at August 31, 1995
Schoolhouse Refunding Bonds, series 1989	\$190,012,895	6.7 to 7.125	\$109,336,328
Schoolhouse Refunding Bonds, series 1992	\$71,908,037	3.5 to 6.35	\$66,890,037
Schoolhouse Refunding Bonds, series 1993	\$113,865,000	5.0 to 5.1	\$112,445,000

Limited Tax Schoolhouse Bond, series 1991	\$147,020,000	6.02 to 8.375	\$30,475,000
Public Property Contractual Obligation series 1992A	\$18,000,000	4.5 to 6.5	\$7,730,000
Public Property Contractual Obligation series 1993	\$12,000,000	3.25 to 3.8	\$8,210,000
Asbestos Abatement Notes, series 1994	\$8,000,000	4.7 to 6.0	\$8,000,000
Public Property Contractual Obligations, series 1994	\$20,000,000	4.55 to 5.3	\$20,000,000
Public Property Contractual Obligation, series 1995A	\$7,000,000	5.0 to 6.7	\$7,900,000
Public Property Contractual Obligation series 1995B	\$14,250,000	4.375 to 6.7	\$14,250,000
Delinquent Maintenance Tax Notes, series 1995	\$4,500,000	4.0 to 4.3	\$4,500,000
Tax Bonds, Assumed from Aldine ISD	\$86,325	4.75	\$64,744
Total			\$389,801,109

Source: Fiscal 1995 Comprehensive Annual Financial Report

FINDING

In fiscal 1995, the district postponed the annual principal payments on certain contractual obligations and asbestos abatement notes. As a result, \$10.3 million of additional funding was added to the general operating budget for fiscal 1995.

COMMENDATION

The district should be commended for adding \$10.3 million in cash flow to their operating budget.

FINDING

In late 1993, Texas' Health and Human Services Commission began a pilot to allow school districts and state agencies to seek reimbursement for some of the costs incurred while administering Medicaid programs. To determine the amount of a school district's Medicaid administrative costs, a detailed time study is done documenting instructional, administrative, and health related services to students and their families.

HISD and 10 other school districts in the state participated in this pilot project. For fiscal 1995, the district's fund balance was increased by \$14 million as a result of reimbursements received in connection with claims filed.

COMMENDATION

The district is commended for participating in the state's Medicaid administrative match pilot study.

FINDING

The district does not have a bond issuance procedures manual outlining the roles of staff and board members in the issuance of debt. The deputy superintendent of Fiscal and Business Administration and Controller have primary responsibility for this process and have years of experience in successfully implementing these procedures without the aid of a manual. However, board members changed during the election process, as did the superintendent's position in recent years. Personnel changes occurring at the upper levels of financial management in the district could result in a lack of continuity in the bond issuance process.

RECOMMENDATION 127:

The district should develop a written debt issuance procedures manual to be distributed to the administration and board members.

The manual should outline their roles in the debt issuance process and serve as a guide for new employees and newly elected board members.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The deputy superintendent of Fiscal and Business	January 1997
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Administration prepares a bond issuance procedures manual for Board approval.	
2. Board approves procedures manual.	February 1997
3. The manual is distributed to newly hired employees and newly elected board members for their use.	March 1997

FISCAL IMPACT

There is no cost to the district to implement this recommendation.

Chapter 6:

D. TAX COLLECTIONS

CURRENT SITUATION

Local property taxes provide a significant source of revenue for school districts. In HISD, local property tax revenues contribute the greatest amount of financial resources to manage and operate the school district. An efficient tax collection system that produces a high collection rate is essential to generating the resources necessary to cover daily operations.

FINDING

HISD contracts with a law firm to collect delinquent taxes and with an outside contractor owned by the same law partnership to collect current taxes on behalf of the district. The law firm has had the delinquent tax collections contract since 1984 and the current collections have been contracted out since 1995. The district submitted a request for proposals for tax collection services in 1991 to all of the major law firms and tax collection contractors in the state. After screening the proposals, the district selected the original contractors to continue the tax collection services. As a result of contracting out its current tax collection services to a private contractor, the district has reduced the annual tax collecting fee since 1985 from \$1.7 million to \$650,000, resulting in an overall savings over the 11-year period of approximately \$11 million.

COMMENDATION

The district is commended for outsourcing the current tax collections service, which has resulted in \$11 million in cost savings over an 11-year period.

FINDING

The delinquent tax collection rate as a percent of the total tax levy in HISD has historically been lower than either Fort Worth or Dallas ISD as shown in **Exhibit 6-21**.

Exhibit 6-21
Comparison of Delinquent Tax Collection Rates of Houston ISD and Dallas ISD

Description	Houston ISD	Ft. Worth	San Antonio	Dallas ISD
Percent of Fiscal 1995 Taxes Collected as of June 30, 1996	95.3%	97.2%	94.17%	96.67%
Delinquent Tax Accounts Receivable as of June 30, 1996 (excluding delinquent personal property taxes over 4 years old)	\$86,457,568	\$12,881,667	\$15,384,483	\$47,897,919
Fiscal Year 1995 Total Tax Levy	\$617,505,995	\$172,321,488	\$93,913,225	\$507,078,228
Delinquent Tax Accounts Receivable as a percent of Total Tax Levy	14%	7.5%	16.5%	9.4%

Sources: Heard, Goggan, Blair & Williams, Ft. Worth Director of Budget Operations and SAISD Tax Office

One of the primary reasons for the disparity in collection performance has been HISD's reluctance to seize property (particularly homesteads) for back taxes and the lack of a formal plan and policy dealing with foreclosures and the sale of delinquent properties. According to district officials and the outside law firm that collects delinquent taxes, the district, as well as the county and city, have an unwritten policy of not seizing homesteads to collect delinquent taxes, even though the law allows them to do so. Even after the district obtained lawsuit judgments and the properties were struck off the tax rolls, the properties would sit idle due to the lack of an effective policy to dispose of them. In other instances, property owners would simply refuse to pay the taxes because they knew their properties would not be seized. Consequently, the district and its law firm have not been as effective in collecting delinquent tax dollars as they might.

Another reason cited by the district and its law firm for the disparity in collection rates is that the Houston economy did not recover as quickly as the Dallas economy from the recession in the 1980s. The district and the law firm state that Houston's delinquent tax collection rate, while lagging behind Dallas ISD, compares favorably with other tax entities in Harris County, including the City of Houston and Harris County.

Recognizing the need to improve the collection of judgments, the outside law firm created a "Post-Judgment Collections Department," responsible for the coordination and implementation of all judgment-related activities, including among others:

- Abstracting Judgments
- Obtaining and Issuing Orders of Sale
- Collection taxes on properties posted for foreclosure
- Posting and sale of real property
- Posting and resale of struck-off properties

On July 18, 1996, HISD's board approved a resolution authorizing the resale of properties foreclosed for tax delinquencies. The resolution authorizes the outside law firm to "sell, any and all parcels of real property now owned or hereinafter struck off to the HISD." In its cover memo requesting Board approval of the resolution, the district states that "the procedure will minimize the amount of time that the school district is required to maintain those properties, and it will put the properties back on the tax roll quickly."

The law firm stated that "properties posted for foreclosure in August and September 1996, including struck off properties, represent the commencement of a more focused, aggressive collection for the benefit of HISD." The law firm expects an increase in post-judgment collections as a result of these changes in their collection activities.

RECOMMENDATION 128:

The district should establish clear guidelines that maximize the timely and efficient collection of delinquent taxes within the guidelines of state laws.

While we commend the district's recent efforts to improve the post-judgment collection efforts, we believe the district should enact a more comprehensive and stringent policy to improve both its pre- and post-judgment delinquent tax collection potential. The board resolution authorizing the outside law firm to sell properties owned by HISD that have been struck off the tax rolls is a good first step. The district should go even further by adopting policies and procedures that establish clearly defined guidelines for its outside law firm to follow and its performance to be measured against. For example, the board resolution does not address the potential impact of its more aggressive program on poor or elderly homeowners. According to the outside law firm, their post-judgment collection program will target homes with an assessed value of \$75,000, and exempt all homesteads that have an age 65 or over homestead

exemption. If this is the district's position, then it should be clearly documented and approved as a matter of policy by the board.

IMPLEMENTATION STRATEGIES AND TIMELINE

<p>1. The deputy superintendent of Fiscal and Business Administration assists the Tax Assessor in developing a comprehensive delinquent tax collection policy manual to include guidelines that outline both pre- and post-judgment collection steps to be followed by its outside law firm.</p>	<p>January 1997</p>
<p>2. The deputy superintendent of Fiscal and Business Administration directs the Internal Auditor to conduct an audit of the outside law firm's past delinquent tax collection activities. The purpose of the audit should be to:</p> <ul style="list-style-type: none"> a) determine if the law firm is fulfilling its duties and responsibilities in a timely manner consistent with state laws; and b) develop performance-based criteria and quantifiable benchmarks for measuring future tax collection performance. 	<p>January 1997</p>
<p>3. The Internal Auditor submits its report to the deputy superintendent of Fiscal and Business Administration and Tax Assessor for use in developing the policy manual and performance measurements.</p>	<p>February 1997</p>
<p>4. The deputy superintendent of Fiscal and Business Administration submits the policy manual to the board for approval.</p>	<p>March 1997</p>
<p>5. The board approves the policy manual.</p>	<p>March 1997</p>

FISCAL IMPACT

A reduction in the district's outstanding delinquent tax receivable balance as a percentage of the current levy from 14 percent to 10 percent and more in line with Dallas ISD could produce an additional \$25 million in taxes to the district over the next five years. However, according to district officials, the following issues directly affect ultimate revenues:

- The delinquent tax roll for HISD included approximately \$29 million of 1995 delinquent taxes, which were added to the total delinquent tax balance in July 1996. Collection efforts during July and August 1996 have reduced the delinquent tax balance (\$83,645,768) by \$7 million. Additionally, a portion of the remaining 1995 balance represents business personal property taxes, which was uncollectible prior to certification of the 1995 tax roll.

- Another \$15 million is involved in bankruptcy proceedings and is legally unavailable for collection through standard litigation and foreclosure proceedings.
- Another \$1.4 million is in Partial Payment Arrangements. As long as the taxpayers keep the payment arrangements current, the amounts are deemed in a "collected" status and unavailable for further collection efforts.

The above items reduce the outstanding balance to approximately \$60 million. An improvement in the district's delinquent tax collection rate by 29 percent (from 14 percent to 10 percent), would yield an additional \$17 million. After consideration is given to uncollected business personal property taxes, a conservative estimate of \$12 million dollars, or \$2.4 million per year, is achievable.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Adopt a comprehensive pre- and post-judgment delinquent tax collection policy	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000

Chapter 6:

E. FIXED ASSET PROTECTION

CURRENT SITUATION

General fixed assets of the district amounted to \$1,262,726,540 as of August 31, 1995. General fixed assets are defined by HISD as tangible items having a useful life of two or more years and a unit cost of at least \$300. Contributed fixed assets are recorded at estimated fair market value at the time received.

The district uses a computerized system to maintain its detailed fixed assets subsidiary ledger. The director of Property Management has the overall responsibility for the district's fixed assets accounting. On a monthly basis, Property Management reconciles by fund the current month's activity as recorded in the Accounts Payable Capital Outlay Reports to the subsidiary ledger.

Fixed asset additions are received by the campus or department from which they were ordered. These additions are tagged with a computerized bar code once Property Management has determined that a capital outlay has occurred and the items have been included in the fixed assets accounting system.

Physical inventory counts are performed at least annually by each campus and department. In addition, Internal Audit performs random equipment audits during its annual activity fund audits. The annual equipment inventory instructions provide the necessary procedures and detail necessary to perform the physical inventory as required by board policy.

FINDING

The district's policy for recording general fixed assets requires expenditures for tangible items having a useful life of two or more years and unit cost of at least \$300 to be classified in the general fixed assets group of accounts. Texas Education Agency Bulletin 679 requires expenditures for equipment and capital outlay items greater than \$5,000 with a useful life of more than one year to be recorded in the general fixed assets group. Capitalizing all expenditures of at least \$300 in the general fixed assets group is costly and unnecessary.

RECOMMENDATION 129:

The district's policy for recording general fixed assets should be changed to coincide with the requirements outlined in Texas Education Agency Bulletin 679.

Items with a value between \$300 and \$5,000 may be maintained on a separate subsidiary ledger and inventoried for control purposes, but need not be capitalized.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The deputy superintendent of Fiscal and Business Administration, in cooperation with the assistant superintendent-Controller and director of Property Management, develops the policy and procedures for recording expenditures in the general fixed assets group and submit the policy for board approval.	November 1996
2. The board approves the policy.	December 1996

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

Through March 31, 1996, Property Management had expensed approximately \$1,598,000 of fixed asset purchases for amounts less than the \$300. These purchases, however; had not been expensed in the general fixed assets group.

RECOMMENDATION 130:

The general ledger should be adjusted quarterly to the supporting fixed asset records maintained by Property Management.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Property Management and assistant superintendent - Controller designs procedures to reconcile the fixed assets accounting system to the general ledger and the resulting adjustment, if any, of the general ledger to the supporting fixed asset records.	November 1996
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2. The director of Property Management and assistant superintendent - Controller selects the period for reconciliation and adjust the general ledger, if necessary.	December 1996
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FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

Property tags for monthly additions and the supporting Property Tag Assignment Form are sent to the affected campus or department only after Property Management has completed its monthly closing. New additions of which Property Management is aware may be untagged for a period ranging from 15 to 45 days.

RECOMMENDATION 131:

Property Management should send the property tags and the supporting Property Tag Assignment Form to campuses or departments as soon as Property Management has verified that a capital outlay occurred. This will produce greater security for the fixed assets and reduce delays in tagging.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Property Management designs procedures to submit the property tags and the supporting Property Tag Assignment Form to the affected campus or department once it has been determined that a capital outlay has occurred.	November 1996
2. The director of Property Management monitors the procedures to determine that property tags and the supporting Property Tag Assignment Form are submitted in a timely manner to the affected campus or department.	December 1996- February 1997

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

The district's annual physical inventory was held on February 29, 1996. Property Management provided the fixed assets listings to each district campus and department for verification to the physical assets. Corrected and signed inventory reports were due to be returned to Property Management no later than July 19, 1996. The six-month delay between the physical inventory and district fiscal year end results in Property Management manually reconciling six months of fixed asset acquisitions.

RECOMMENDATION 132:

The district's policy for verification of the fixed assets inventory should be changed to May 31.

The district will have more current and accurate fixed asset listings to perform its annual equipment inventory. In addition, less time will be spent preparing manual reconciliations and adding unlisted inventory items to the fixed asset listing.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The deputy superintendent of Fiscal and Business Administration, in cooperation with the director of Property Management, develops for board approval the policy and procedures to change the physical equipment inventory to May 31.	November 1996
2. The board approves the policy.	December 1996

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

During the review of the physical fixed assets at Rice Elementary, the review team saw donated computer equipment that was not recorded in the fixed assets accounting system. Though tagged, these donated items were not included because estimated fair market values had not been obtained and assigned to each computer.

RECOMMENDATION 133:

Fair market values should be obtained for each piece of donated computer equipment and recorded by Property Management in the fixed assets accounting system.

This procedure will ensure that all district fixed assets are recorded.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Property Management requests from Rice Elementary the Donation of Fixed Asset Form for the computers and related equipment. The completed form includes the fair market values of donation.	November 1996
2. Property Management records the donated equipment in the fixed assets accounting system.	December 1996

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

The fixed assets accounting system is not integrated with the general ledger. This results in duplication of data entry and necessitates manual monthly and year-end reconciliations between the two accounting systems.

RECOMMENDATION 134:

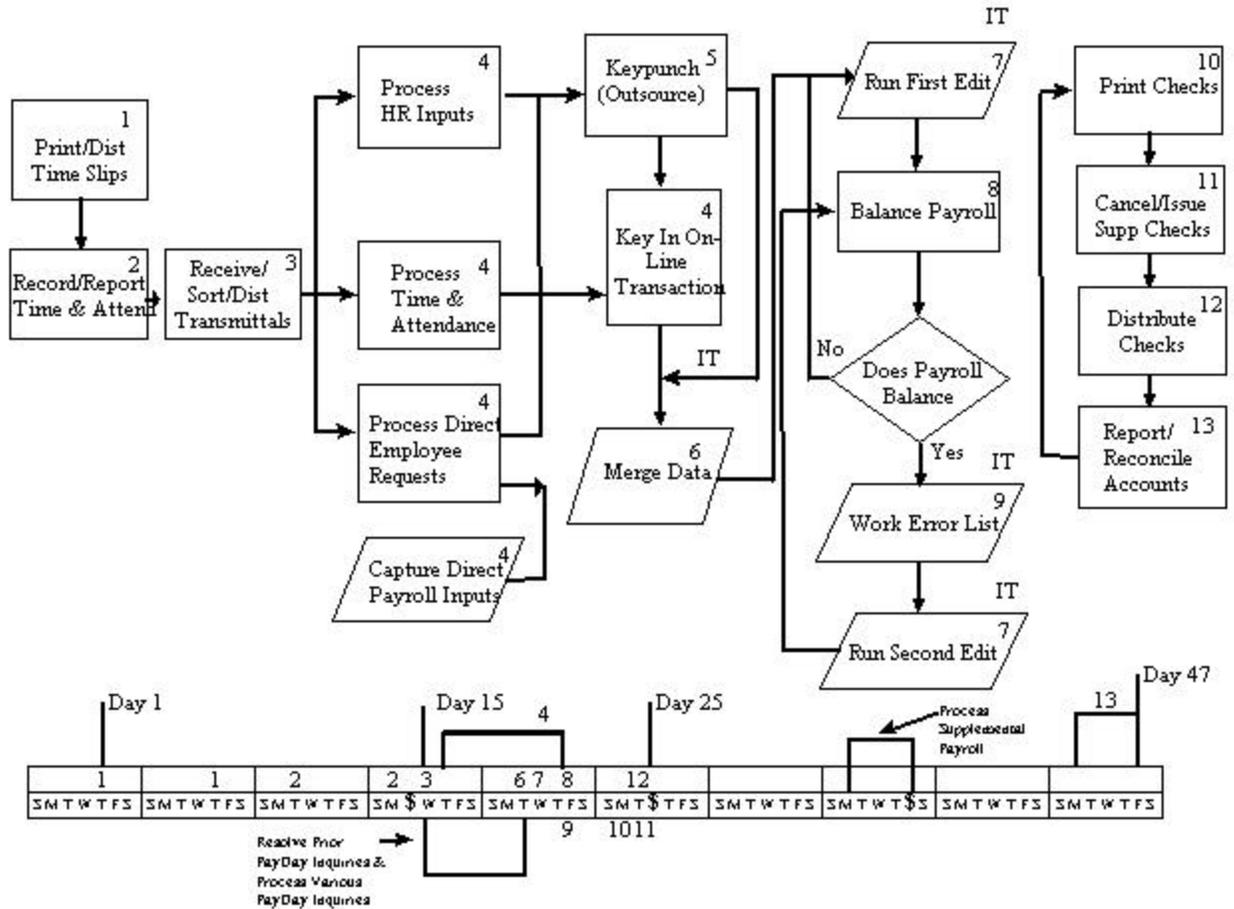
Integrate a new fixed assets system with the general ledger. This integration should be required instead of an optional function in the new financial accounting system, proposed by the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The deputy superintendent of Fiscal and Business Administration makes integration of the fixed asset system with the general ledger a required function of the new financial accounting system.	October 1997
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FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district.



Source: Arthur Andersen, *Transforming Human Resources and Payroll Results of Analysis and Evaluation Phase*, April 1996

An RFP for a new Human Resources/Payroll/Financial Systems and Associated Services was drafted in September 1995. During the process of on-site review activities, the district was encouraged to move forward with this recommendation and on August 30, 1996, the RFP was released.

RECOMMENDATION 149:

The Office of Business and Fiscal Administration should ensure the expeditious implementation of a new payroll and human resource system.

IMPLEMENTATION STRATEGIES AND TIMELINES

<p>1. The assistant superintendent for Office of Business and Fiscal Administration prepares and distributes RFP for new payroll/HR system based on Arthur Andersen study.</p>	<p>Completed August 1996</p>
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2. Vendor selected based on RFP responses and interviews.	January 1997
3. Management and implementation plans initiated.	January 1997
4. Complete implementation.	April 1998

FISCAL IMPACT

Arthur Andersen Consulting estimates the cost of a new payroll system to be \$6 million and, according to HISD's own estimate, implementing the new system will save \$2.2 million per year by reducing the manual labor required to produce payroll checks and maintain the payroll system. Conservatively, 50 positions at an annual salary of \$44,000, including benefits, could be eliminated.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Implement new payroll/HR system	(\$6,000,000)	\$2,200,000	\$2,200,000	\$2,200,000	\$2,200,000

Chapter 7:

Financial Management

Chapter Contents:

Introduction

Part I

Part II

A. Financial Management Organization

B. Financial Systems

C. Budget and Planning

D. Revenue Management

E. Disbursement Management

HISD manages annual revenues and expenditures in excess of \$1 billion. Financial management in HISD includes accounting for federal, state, local, and activity funds; investing and managing cash; paying employees and filing related reports; paying vendors for goods and services, planning and budgeting; and auditing district fiduciary functions. The deputy superintendent of Fiscal and Business Administration has overall responsibility for HISD's financial management. The assistant superintendent of Accounting handles most of the day-to-day financial operations.

The district's financial system is outdated and in need of replacement. Although the system functions as intended, it does not provide features that would help the district operate more efficiently. A request for proposals is being prepared to provide desired specifications for a new system.

CURRENT SITUATION

Large school districts require an advanced financial management structure to ensure taxpayer funds are efficiently used to educate children. HISD must handle an amount of money equal to or greater than some Fortune 500 companies. Financial oversight in HISD is guided by:

- Federal and state laws, rules, and regulations;
- TEA Bulletin 679, *Financial Accounting for School Districts*;
- HISD board policies and procedures;
- The HISD *Financial Procedures Manual*;

- Generally Accepted Accounting Principals (GAAP);
- Financial Accounting Standards Board (FASB);
- Governmental Accounting Standards Board (GASB).

In 1995, the district initiated a decentralization plan to move administrative support closer to the schools and give more decision-making authority to the school principals and teachers. While giving the schools more authority to distribute resources, decentralization also has increased the number of financial entities and paperwork. The additional workload is being absorbed by existing employees but is exceeding the capabilities of the financial computer systems.

Every school district in the state segregates their accounting records by fund, with each fund having a specified use. **Exhibit 7-1** summarizes the uses of HISD's funds.

Exhibit 7-1

HISD Funds and Uses

1995 - 96

Fund	Fund Use
General Fund	General operations
Special Revenue Fund	Federal, state, and local grants
Food Service Fund	School breakfast and lunch programs
Athletic Fund	Extracurricular athletics
Capital Acquisition Funds (2)	Capital Outlay
Debt Service Fund	Debt Retirement
Capital Project Funds (4)	Acquisition or construction of major buildings
Internal Service Fund (2)	Health benefit plans and workers' compensation
Trust and Agency Funds (9)	School and administrative activity funds, scholarship funds, waived textbooks, deferred compensation

Source: HISD 1995-96 School Budget

The school district bases its expected revenues on projected attendance and enrollment by category of student, historical property values and projections, and projected special project funds. The district then performs a needs assessment, determines the funds that will be available, then prioritizes the needs. The prioritization determines which programs will get funded and at what level. The adopted revenues for fiscal 1995-1996 are listed in **Exhibit 7-2**.

**Exhibit 7-2
Projected 1995 Revenues by Fund**

Fund	1995 Adopted Revenues (\$million)	Percent of Total
General Operating	\$828.3	81.1%
Special Revenue	\$ 55.4	5.4%
Food Service	\$ 63.6	6.2%
Athletic	\$ 1.0	0.1%
Capital Acquisition	\$ 12.9	1.3%
Debt Service	\$ 58.8	5.8%
Asbestos Abatement	\$ 0.2	0.0%
Capital Improvements	\$ 1.2	0.1%
Project Renewal (Taxes)	\$ 0.2	0.0%
Project Renewal (Furniture)	\$ 0.1	0.0%
Project Renewal (Bond Fund)	0	0.0%
Total	\$1,021.7	100.0%

Source: HISD 1995-96 School Budget

Within the General Fund there are three sources of revenues: local, state, and other. The "other" category includes such items as federal reimbursements and interest. **Exhibit 7-3** shows that HISD receives most of its funding from local property taxes.

**Exhibit 7-3
HISD Budgeted Revenue (General Fund)
Fiscal 1995**

Revenue Source	Total (\$millions)	Percent of Total
Local	\$593.8	71.7%
State	\$232.4	28.1%
Other	\$ 2.1	0.3%
Total	\$828.3	100.0%

Source: HISD 1995-96 School Budget

Expenditure Analysis

School districts across the nation operate in a complex environment that provides for both the instruction of students and the infrastructure to provide this service. It is informative to examine the categories in which district funds are spent. Districts are constantly attempting to improve not only student performance, but also the environment in which the students learn.

An understanding of how a school district spends its revenue helps to highlight its strengths and weaknesses in meeting district goals. For example, examining the amount of funds spent at the school level versus funds spent for central administration measures the district's ability to deliver services efficiently to the students. Analyzing annual spending trends will help determine if the district is meeting its strategic goals. The expenditures presented in the following tables were derived primarily from the Texas Education Association (TEA) Public Education Information Management System (PEIMS) data, although other departmental documents provided additional detail in some cases. For consistency this analysis used the latest PEIMS data available.

HISD's financial records reported to PEIMS are defined primarily by fund, function, program, and location. To simplify the presentation of this expenditure analysis, locations were aggregated into three major groups: Schools, Area District Administration, and Central Administration in **Exhibit 7-4**. Central Administration includes all administrative and operational functions for HISD not occurring in the schools or the 12 area district offices.

The area district administration offices are the administrative offices that serve each of the 12 feeder districts. The offices were created as part of HISD's decentralization plan. PEIMS data does not recognize the area district expenditures separately, thus this data was obtained from the HISD Department of Budgeting and Financial Planning.

In some cases, central costs were allocated to the schools category when they represented direct student benefits, such as instruction, pupil services, transportation, food service, and plant services. To logically allocate costs from central office to schools, the review team identified an appropriate percentage of total costs to allocate to the schools. **Exhibit 7-4** shows the central office to school ratios used in the allocation.

Exhibit 7-4
Central Administration to School Allocations Ratios

	Allocation Ratios		
Category	School	Central	Total

Instruction	100%	0%	100%
Instructional Support	84%	16%	100%
Operations	80%	29%	100%
Capital, Debt, Legal	0%	100%	100%
Leadership	87%	13%	100%

Source: Team analysis

Applying the allocation ratios in **Exhibit 7-4** to per pupil expenditures in each of these categories results in the dollar amounts shown in **Exhibit 7-5**. In **Exhibit 7-5**, the \$3,471 amount listed as Schools is the amount budgeted directly to school sites.

Exhibit 7-5
Central Administration to School Allocations Reconciliation
1991 - 92 through 1995 - 96

Expenditure Functions	1991-92 Actual	1992-93 Actual	1993-94 Actual	1994-95 Actual	1995-96 Budget
Schools (\$ per pupil)					
Schools per PEIMS data	\$3,646	\$3,893	\$3,492	\$3,629	\$3,471
Allocations from Central Office					
Instruction	\$0	\$0	\$0	\$0	\$419
Instructional Services	\$47	\$46	\$46	\$52	\$62
Pupil Services	\$58	\$57	\$68	\$75	\$83
Transportation	\$101	\$100	\$120	\$133	\$134
Food Service	\$0	\$0	\$0	\$0	\$169
Plant Services	\$181	\$210	\$206	\$241	\$266
Construction	\$(526)	\$(502)	\$(1)	\$(3)	\$(51)
Data Processing	\$0	\$0	\$0	\$0	\$20
Total	\$3,507	\$3,804	3,931	4,127	4,573

Source: PEIMS data, Team analysis (Some error may exist due to rounding)

Exhibit 7-6 presents total dollars expended, per pupil expenditures, and percentage of total operating expenditures based on the benefiting location. Capital and debt, and construction are presented separate from the operating expenditures. Portions of central office recorded expenditures (transportation, food service, and facilities) which directly benefit students have been allocated to schools based on the description given above. PEIMS data does not specifically identify the regional district office expenditures. In this analysis numbers for the district offices

were obtained from the Budget and Planning department and were subtracted from the Central Office total.

**Exhibit 7-6
Portion of Total HISD Expenditures Reaching the Schools**

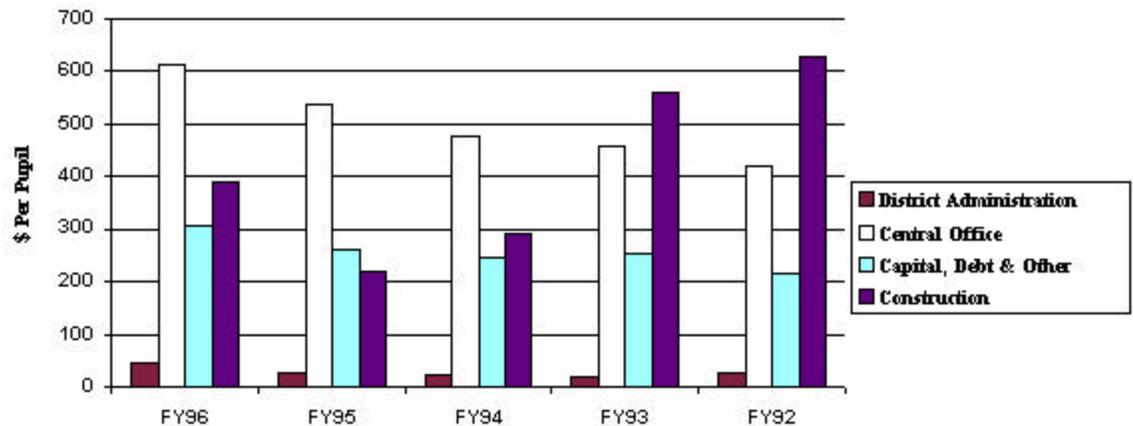
Expenditures	1991-92 Actual	1992-93 Actual	1993-94 Actual	1994-95 Actual	1995-96 Budget	1992-96 % Change
Total Expenditures (\$ millions)						
Schools	\$689.2	\$753.8	\$788.6	\$835.2	\$946.3	37%
District Administration	\$4.0	\$4.6	\$5.6	\$9.5	\$17.5	338%
Central Office	\$83.2	\$89.5	\$94.3	\$104.4	\$119.3	43%
Capital & Debt	\$42.3	\$50.7	\$49.8	\$53.0	\$64.0	51%
Construction	\$123.4	\$111.0	\$59.0	\$44.9	\$80.5	(35%)
Total	\$942.1	\$1,009.6	\$997.3	\$1,047.0	\$1,227.7	30%
District Enrollment	196,513	198,154	200,614	202,364	206,937	5%
Per Pupil Expenditures						
Schools	\$3,507	\$3,804	\$3,931	\$4,127	\$4,573	30%
District Administration	\$20	\$23	\$28	\$46	\$85	323%
Central Office	\$424	\$452	\$470	\$517	\$577	36%
Capital, Debt	\$215	\$256	\$248	\$262	\$309	44%
Construction	\$628	\$560	\$294	\$222	\$389	(38)%
Total	\$4,794	\$5,095	\$4,971	\$5,174	\$5,933	24%
Percent of Total Expenditures						
Schools	73.2%	74.7%	79.1%	79.8%	77.1%	
District Administration	0.4%	0.5%	0.6%	0.9%	1.4%	
Central Office	8.8%	8.9%	9.5%	10.0%	9.7%	
Capital & Debt	4.5%	5.0%	5.0%	5.1%	5.2%	
Construction	13.1%	11.0%	5.9%	4.3%	6.6%	
Total	100%	100%	100%	100%	100%	

Source: PEIMS data, Team analysis

The district has incurred additional cost as a result of decentralization. **Exhibit 7-6** shows that area district administrative costs were projected to increase significantly from fiscal 1995 to fiscal 1996. The actual cost in fiscal 1994 was \$5.6 million. The actual cost in fiscal 1995 was \$9.5 million. Five additional district offices were opened about half through fiscal 1995 which accounted for a substantial portion of the cost increase. The 1995-96 budget displays a further increase in expenditures due to the full year operation of the five new district offices.

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Exhibit 7-7
HISD Administrative Expenditures
Fiscal 1992 through Fiscal 1996



Source: PEIMS data, Team analysis

Based on **Exhibit 7-6** and **Exhibit 7-7**:

- Total dollar expenditures increased by 30 percent between the fiscal 1992 actual and the fiscal 1996 budget. Due to a student enrollment increase of 5 percent, while total per pupil expenditures increased 24 percent, a simple average increase of 4.6% per year.
- School expenditures grew 30 percent between fiscal 1992 and fiscal 1996, and currently represent 77 percent of all expenditures in fiscal 1996 as compared to 73 percent in fiscal 1991-92.
- Central office per-pupil expenditures increased 36 percent between fiscal 1992 and fiscal 1996, and currently represent 9.7 percent of total expenditures. The budget figures for fiscal 1996 include \$37.1 million for TRS on-behalf payments due to a legislative change. No on-behalf payments were made in previous years.
- The 1995-96 budget reflects future requirements while actuals reflect what has already occurred. The figures for 1995-96 will probably change when actual numbers are computed.
- District administration demonstrated a significant increase in fiscal 1995 due to the establishment of the 12 area

district offices and showed further increases in the 1996 budget for full year operations.

- Construction experienced a decrease of 38 percent between fiscal 1992 and fiscal 1996 and almost 70 percent between fiscal 1992 and fiscal 1995. This category would also include major maintenance projects. This decrease in spending is due the nearing of completion of the Asbestos Abatement and Project Renewal projects.
- Capital, Debt, and "other" increased 44 percent on a steady pattern between fiscal 1992 and fiscal 1996. This indicates increased debt assumption for Project Renewal and Asbestos Abatement.

Exhibit 7-8 presents the expenditures for functional areas within schools and central administration. In this case, central administration includes the costs of the 12 area district offices. This analysis demonstrates who benefits from expenditures versus who controls expenditures, thereby giving another perspective of the financial environment. As in the earlier analysis, a portion of the expenditures for instruction, pupil services, transportation, food service, and plant services were allocated from district administration to schools.

**Exhibit 7-8
Expenditures by Functional Area
1991 - 92 through 1995 - 96**

Expenditure Functions	1991-92 Actual	1992-93 Actual	1993-94 Actual	1994-95 Actual	1995-96 Budget	1992-1996 % Change
District Enrollment	196,513	198,154	200,614	202,364	206,937	6%
Schools (\$ per pupil)						
Instruction	\$2,247	\$2,454	\$2,514	\$2,636	\$2,993	33%
Instructional Services	\$97	\$110	\$111	\$122	\$142	45%
School Administration	\$254	\$278	\$295	\$301	\$305	20%
Pupil Services	\$180	\$198	\$212	\$223	\$235	30%
Transportation	\$102	\$102	\$122	\$135	\$134	30%
Food Service	\$223	\$230	\$243	\$239	\$251	12%
Plant Services	\$404	\$432	\$434	\$470	\$489	21%
Data Processing	\$0	\$0	\$0	\$0	20	20%
Community Services	\$0	\$0	\$0	\$1	\$3	30%
Total	\$3,507	\$3,804	\$3,931	\$4,127	\$4,573	30%
District Administration (\$ per						

pupil)						
Instruction	\$0	\$0	\$0	\$3	\$3	0%
Instructional Services	\$19	\$22	\$23	\$26	\$26	37%
School Administration	\$83	\$83	\$81	\$85	\$131	57%
Pupil Services	\$36	\$43	\$43	\$45	\$46	28%
Transportation	\$26	\$25	\$30	\$34	\$34	31%
Food Service	\$47	\$50	\$57	\$64	\$67	43%
Central Administration	\$97	\$104	\$112	\$118	\$123	26%
Debt, Capital	\$215	\$256	\$248	\$262	\$309	43%
Plant Services	\$101	\$108	\$108	\$118	\$123	21%
Construction	\$628	\$560	\$294	\$222	\$389	(38)%
Data Processing	\$32	\$36	\$40	\$66	\$99	209%
Community Services	\$3	\$4	\$4	\$4	\$9	200%
Total	\$1,287	\$1,291	\$1,040	\$1,047	\$1,360	5%
Grand Total	\$4,794	\$5,095	\$4,971	\$5,174	\$5,933	23%

Source: PEIMS data, Team analysis

Based on **Exhibit 7-8**:

- Within the Schools category, instruction, instructional services, pupil services, transportation, and data processing increased at or above the average rate for schools (30 percent). The data processing increase directly relates to the implementation of the new wide-area network (WAN).
- Within the Schools category school administration, food service, and plant services showed slower growth than other listed categories.
- Within total District Administration, the most significant increases were in school administration, food service, debt/capital, data processing, and community services.
- Construction expenditures decreased by 38 percent.

Exhibit 7-9 breaks down the general education expenditures by area district and education level. In most cases, education levels are defined by school type: elementary includes grades K-5, middle school includes grades 6-8, and high school includes grades 9-12. In some cases, schools consisted of grades K-8 and were categorized as elementary. Alternative schools can include any grade level. The area districts represent the 12 feeder districts.

General education expenditures were used in this analysis to eliminate the effect of funding for special needs students. This data does not tie to the general education program expenditures displayed in **Exhibit 7-6** because this data excludes central administration general education expenditures. Detailed school-level reports for general education expenditures are presented in **Appendix S**.

Exhibit 7-9
HISD General Education Expenditures Per Pupil
District and School Level
1991 - 92 through 1995 - 96

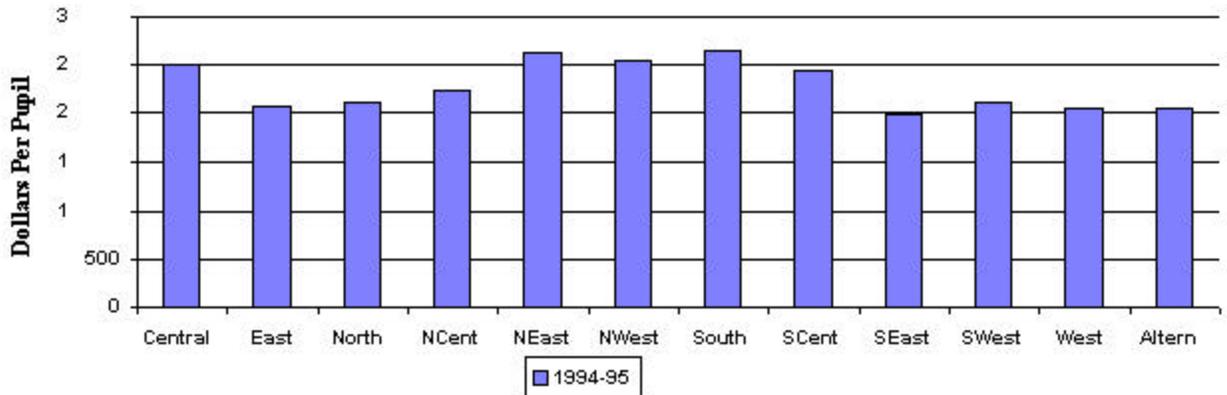
Region	Ed Level	1991-92 Actual	1992-93 Actual	1993-94 Actual	1994-95 Actual	1995-96 Budget
Central	Elem	\$2,270	\$2,906	\$2,856	\$2,868	\$2,807
	HS	\$1,839	\$1,885	\$1,908	\$2,012	\$1,984
	Middle	\$1,693	\$1,953	\$1,936	\$1,953	\$1,774
	Total	\$2,054	\$2,481	\$2,458	\$2,529	\$2,455
East	Elem	\$1,388	\$2,396	\$2,427	\$2,422	\$2,315
	HS	\$1,684	\$2,052	\$2,198	\$2,345	\$2,263
	Middle	\$1,659	\$2,134	\$2,120	\$2,187	\$2,210
	Total	\$1,511	\$2,265	\$2,314	\$2,364	\$2,286
North	Elem	\$1,509	\$2,394	\$2,423	\$2,419	\$2,253
	HS	\$1,654	\$1,799	\$1,884	\$1,999	\$1,936
	Middle	\$1,776	\$2,163	\$2,291	\$2,297	\$2,213
	Total	\$1,598	\$2,227	\$2,293	\$2,319	\$2,188
Northcentral	Elem	\$1,566	\$2,492	\$2,513	\$2,594	\$2,503
	HS	\$1,977	\$2,229	\$2,237	\$2,271	\$2,103
	Middle	\$1,788	\$2,185	\$2,244	\$2,324	\$2,294
	Total	\$1,720	\$2,358	\$2,382	\$2,447	\$2,342
Northeast	Alternative				\$26	\$333
	Elem	\$2,070	\$2,648	\$2,711	\$2,687	\$2,661
	HS	\$2,086	\$2,487	\$2,540	\$2,581	\$2,556
	Middle	\$2,413	\$2,648	\$2,700	\$2,763	\$2,814
	Total	\$2,132	\$2,627	\$2,688	\$2,642	\$2,666
Northwest	Elem	\$1,939	\$2,609	\$2,635	\$2,618	\$2,468
	HS	\$1,983	\$2,306	\$2,354	\$2,468	\$2,507
	Middle	\$2,097	\$2,346	\$2,454	\$2,582	\$2,439
	Total	\$1,983	\$2,462	\$2,511	\$2,564	\$2,475
South	Elem	\$2,058	\$2,469	\$2,532	\$2,564	\$2,411

	HS	\$2,009	\$2,421	\$2,281	\$2,409	\$2,334
	Middle	\$2,241	\$2,488	\$2,518	\$2,677	\$2,610
	Total	\$2,080	\$2,462	\$2,473	\$2,550	\$2,429
Southcentral	Elem	\$2,052	\$2,596	\$2,615	\$2,608	\$2,544
	HS	\$1,940	\$1,924	\$1,985	\$2,109	\$1,862
	Middle	\$1,945	\$2,039	\$1,931	\$2,152	\$2,114
	Total	\$2,022	\$2,432	\$2,426	\$2,482	\$2,409
Southeast	Elem	\$1,616	\$2,322	\$2,160	\$2,351	\$2,230
	HS	\$1,671	\$2,058	\$2,015	\$2,125	\$2,130
	Middle	\$1,674	\$2,394	\$2,709	\$2,088	\$2,100
	Total	\$1,640	\$2,265	\$2,209	\$2,260	\$2,180
Southwest	Elem	\$1,844	\$2,478	\$2,464	\$2,534	\$2,343
	HS	\$1,918	\$1,781	\$1,780	\$1,870	\$1,853
	Middle	\$1,987	\$1,956	\$1,908	\$1,976	\$1,935
	Total	\$1,897	\$2,213	\$2,194	\$2,339	\$2,151
West	Elem	\$1,669	\$2,378	\$2,339	\$2,400	\$2,278
	HS	\$1,700	\$1,896	\$1,925	\$1,877	\$1,904
	Middle	\$1,919	\$2,010	\$2,082	\$2,378	\$2,284
	Total	\$1,723	\$2,185	\$2,186	\$2,266	\$2,183
Alternative	Alternative	\$1,436	\$1,559	\$1,694	\$1,726	\$1,619
	Total	\$1,436		\$1,694	\$1,726	\$1,619
Not Identified	Alternative	\$0	\$78	\$46	\$30	\$243
	Elem	\$2,244	\$2,986	\$2,792	\$2,389	\$2,158
	Middle	\$2,608	\$2,722	\$2,664	\$2,611	\$2,144
	Total	\$1,899	\$2,559	\$2,643	\$1,953	\$1,519

Source: PEIMS data

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Exhibit 7-10
HISD Actual General Education Expenditures by Area District
1994-95



Source: PEIMS data, Team analysis

1994-95 actual expenditures were used for this analysis because they are more accurate than budget date. Actual expenditures for 1995-96 were not available at the time of this analysis.

General education expenditures per pupil ranged from a high of \$2,642 in the South District to a low of \$2,260 in the Southeast District (excluding the alternative District schools). Although school funds are appropriated based on specific per-pupil amounts and staffing formulas, schools do not necessarily have to use their allotted funds for those positions or items.

School districts typically track some, but not all, expenditures by program. General education expenditures are typically the base amount allotted for every student. Program expenditures are usually supplements to the cost of general education. For example, per pupil expenditures for remedial education are expenditures made for this specific group of students over and above the base allocation for general education. The figures in **Exhibit 7-11** reflect the incremental costs for program expenditures based on enrollment, rather than on full-time equivalents.

Exhibit 7-11
Major HISD Program Expenditures
Fiscal 1992-96

Expenditures by Program	1991-92 Actual	1992-93 Actual	1993-94 Actual	1994-95 Actual	1995-96 Budget	1992-96 % Change
Enrollment						
General Education	\$196,513	\$198,194	\$200,614	\$202,364	\$206,937	5%
Special Education	\$17,769	\$18,957	\$19,693	\$20,516	\$20,735	17%
Gifted Education	\$14,219	\$17,143	\$16,102	14,433	\$16,849	18%
Remedial Education	\$104,299	\$109,536	\$115,727	\$118,348	\$134,488	29%
Vocational Education	\$25,055	\$26,540	\$25,812	\$30,586	\$32,807	31%
Bilingual	\$35,360	\$39,743	\$43,454	\$44,176	\$48,208	36%
Per Pupil Expenditures (\$ per Pupil)						
General Education	\$3,608	\$3,778	\$3,569	\$3,649	\$4,464	24%
Special Education	\$7,242	\$6,975	\$6,844	\$7,322	\$7,047	(3%)
Gifted Education	\$608	\$1,044	\$1,079	\$1,185	\$1,049	73%
Remedial Education	\$722	\$734	\$876	\$977	\$843	17%
Vocational Education	\$829	\$815	\$834	\$715	\$631	(24%)
Bilingual	\$1,812	\$1,881	\$1,695	\$1,786	\$1,641	(9%)

Source: PEIMS data, Team analysis

- Spending on the general education and gifted and talented students showed the most significant increase.
- The number of special education students grew 17 percent, while expenditures per pupil decreased slightly.
- Remedial program expenditures increased 17 percent, while the percentage of students enrolled increased by 29 percent.
- Vocational program spending decreased 24 percent, although participation increased 31 percent.
- Bilingual program enrollment experienced the largest increase (36 percent), while spending per pupil decreased 9 percent.

In community meetings and other interviews, concern was expressed over whether funds for at-risk students are distributed equitably. These programs are designed to provide support to students in need of academic

improvement. It should be noted that almost half the schools that had federal expenditures displayed at-risk enrollment that was greater than total enrollment. This could be due to inconsistencies in definition or timing.

Exhibit 7-12
Actual Title I Funding by Fund, District, and School Type
1994-95

Region	Enrollment	Title I Enroll	Total per Pupil
Central	4,822	4,006	\$76
East	17,797	14,646	\$354
North	12,074	12,386	\$324
Northcentral	13,321	12,668	\$411
Northeast	16,777	12,003	\$388
Northwest	4,966	4,509	\$308
South	11,634	11,033	\$360
Southcentral	13,063	13,037	\$331
Southeast	9,652	9,909	\$345
Southwest	14,610	9,506	\$370
West	7,364	6,230	\$341
Alternative	3,177	41	\$360
Not Identified	2,752	2,905	\$532
Summary	Enrollment	Chap I Enroll	Total per Pupil
Alternative	3,177	41	\$360
Elem	102,929	98,144	\$369
Middle	18,972	14,671	\$231
HS	6,931	23	\$159
Total	132,009	112,879	\$351

Source: PEIMS data, Team analysis

A final area to note in the expenditure analysis is the Region IV Education Service Center (Region IV) which serves HISD as one of the 56 districts in its geographic territory. As one of its customers and the largest district in its region, HISD has access to standard and customized educational services and programs sponsored annually by Region IV. Some of these services include:

1. Instructional Services, including technical assistance and professional development training to support specific pedagogical

- and administrative aspects of General Education and Special Education programs found in a district;
2. Computer Services, data processing services hardware and application software designed to help districts implement existing state reporting requirements, and design and implement new application programs to meet financial and student information needs; and,
 3. Administrative and Personnel Services, including Teacher Recruitment, Teacher Certification (standard and alternative certification) and Driver Education, for students and school bus drivers.

Region IV, as with all Texas regional service centers, does not have authority for tax levying or bonding. More than half of all revenues used to maintain and develop its service offerings are generated by the districts it Region IV has as customers that are using its services on a fee-for-service basis. The Region supplements customer revenues with operating funds contributed from state and federal sources.

Not only are districts encouraged to select products and services from among the "catalog" offerings of the Center but to work with Region IV on the design of customized course and service offerings necessary to meet the needs of individual districts, if those needs cannot be met using the standard courses and administrative services offered and updated annually. A district would evaluate the desirability of doing so generally by evaluating the difference in cost between developing programs in house through specific areas like Personnel Management and Technology and Information Systems.

HISD and Region IV have maintained a long-standing service relationship, focusing on:

1. The use of Region IV's computer processing capacity for state data requirements, including PEIMS data and more recently, SASI, School Administrative Student Information, the system that features a student record-keeping system linked to HISD's mainframe computer and Region IV;
2. Staff Development for course offerings designed and staffed by Region IV educators and consultants, and Teacher Recruitment, including use of the Region's teacher job fairs held on a local and national basis at times scheduled throughout the school year.
3. Driver Education for students and bus drivers.
4. Video, film, and software for supplemental instruction in the classroom.

As shown in **Exhibit 7-13**, the historical spending patterns for HISD on Region IV services include:

Exhibit 7-13
HISD Expenditures for Region IV Services

Expenditures	1991-92 Actual	1992-93 Actual	1993-94 Actual	1994-95 Actual
Data Processing	\$0.0	\$1,810,000	\$1,225,000	\$3,074,996
Staff Development	\$34,780	\$43,375	\$45,495	\$15,045
Driver Education	\$14,849	\$20,018	\$16,285	\$11,693
Media Services	\$0.0	\$119,818	\$120,574	\$116,196
Total	\$49,629	\$1,993,201	\$1,407,354	\$3,217,930

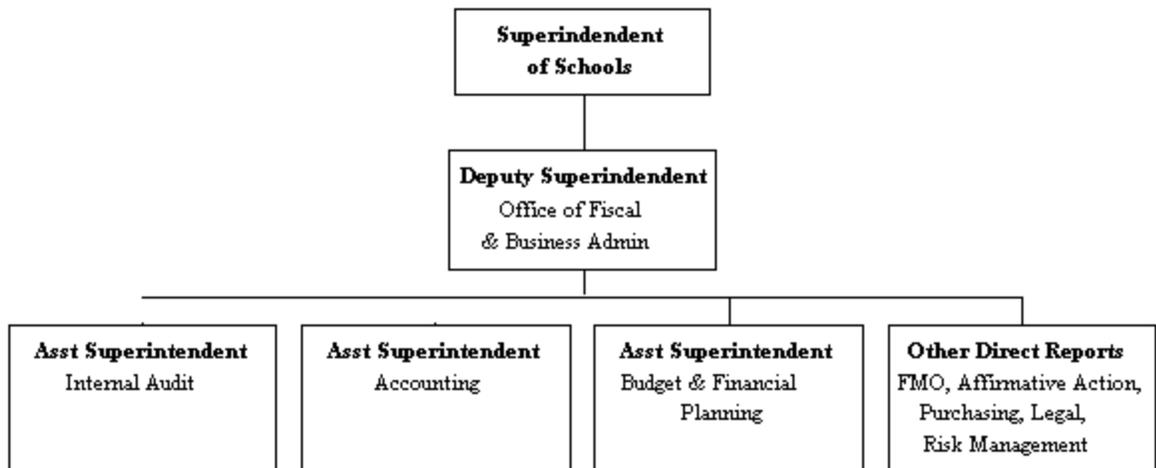
Source: PEIMS data

A. FINANCIAL MANAGEMENT ORGANIZATION

CURRENT SITUATION

Exhibit 7-14 presents the organization of the Office of Fiscal and Business Administration which encompasses the Financial Management organization.

Exhibit 7-14
Fiscal and Business Administration Organization



Source: HISD Office of Fiscal and Business Administration

The deputy superintendent of Fiscal and Business Administration has 10 direct reports. This is a wide span of control, but is manageable due to the abilities of the employees.

FINDING

Accounting Department personnel demonstrated a thorough understanding of school finance and accounting. The Accounting Department publishes and maintains a detailed *Financial Procedures Manual*, which is updated annually.

COMMENDATION

The accounting department is commended for publishing and maintaining its *Financial Procedures Manual*.

FINDING

The Accounting Department maintains activity volume counts, but it is not clear that these measurements are used to measure performance. A sample of the activity volumes that are tracked is listed in **Exhibit 7-15**.

Exhibit 7-15
Sample Accounting Department Activity Volume Counts
February 1996

Item Type	Count
Campus based supplemental operating checks	1,935
Payroll supplemental checks processed	1,073
AP supplemental checks processed	70
Operating checks processed	9,888
Payroll checks processed (5 th of month)	11,921
Payroll checks processed (20 th of month)	11,856
Direct deposit statements processed (5 th of month)	14,991
Direct deposit statements processed (20 th of month)	15,166
General Ledger accounts analyzed	403
Mandatory monthly deductions (Student loans)	600
Mandatory monthly deductions (Child support)	1,112
Mandatory monthly deductions (Bankruptcies)	73

Hourly transactions processed	12,961
Substitute transactions processed	26,333
Grant reports submitted to grantors	24
CAF internal transfers processed	389
Journal vouchers processed	1,191
Reports requested by users	27
Phone calls from users	59
Direct pay vouchers	4,867
Contracts issued	21

Source: HISD Office of Fiscal and Business Administration

The Accounts Payable Department has 31 full-time employees plus seven to eight temporary employees assigned to handle day-to-day operations. The department includes a mail clerk/ receptionist along with the staff who process payment requests. **Exhibit 7-16** shows the work distribution in several districts' accounts payable departments. The three districts other than HISD are averaging about 369 purchase orders processed per month per staff. This is almost twice the number handled by HISD staff. The major cause of the discrepancy is the level of automation in the other districts. These districts have implemented systems eliminating most of the manual effort required to process payment requests, purchase orders, and invoices.

With the same level of automation as these other districts, HISD should be able to achieve the same level of performance. However, with the great number of transactions taking place in the department, it is still important to track these measures to monitor the performance of the individuals in the department.

Performance measures help management determine the effectiveness levels in the areas that are important to the department. Such measures give more information to managers, allowing for better decision-making. Tracking the activity volumes such as those in **Exhibit 7-15** is the first step required in defining performance measures. The next step is to perform trend analyses and use the information to make management decisions that will increase efficiency and effectiveness.

Exhibit 7-16
Payment Requests Processed by Accounts Payable Staff

	Houston ISD	El Paso ISD	Dallas ISD	Milwaukee Public Schools
Number of staff	31	6	11	7
Purchase Orders Processed per	69,229	23,434	50,000	34,000

Year				
Purchase Orders per staff per Year	2,233	3,906	4545	4857
Purchase Orders per staff per Month	186	325	379	404

Source: HISD Purchasing Through Payables, United IDS Performance Review, February 1996,

RECOMMENDATION 135:

Define performance measurements for the various functions within the financial department.

Some examples of useful performance measures are:

- Number of purchase orders processed by person by week and month;
- Percent of purchase orders completed within 30, 60, and 90 days by person;
- Percent of receiving slips containing errors by ordering entity;
- Percent of purchase orders containing errors by ordering entity; and
- Percent of invoices containing errors by vendor.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The assistant superintendent of Accounting, the executive director of General Accounting, the director of Accounts Payable, the director of Payroll, and the assistant superintendent of Budgeting and Financial Planning form a team to define performance measures.	January 1997
2. Each committee member identifies key performance functions for their specific department to the whole committee.	January 1997
3. The committee members train personnel to gather and report data in their areas.	February 1997
4. The committee produces monthly reports for the deputy superintendent of Fiscal and Business Administration. The individual department heads use the performance measures to gauge the effectiveness of personnel, determine training needs, and identify process improvements.	Monthly

FISCAL IMPACT

The effective use of performance measures can increase productivity and can be implemented without cost to the district.

Chapter 7:

B. FINANCIAL SYSTEMS

CURRENT SITUATION

HISD uses a Dun & Bradstreet (D&B) financial system, Software E-Series called MSA, running on the district's IBM 4381. The software is over 10 years old, and was originally a manufacturing package modified to include encumbrance accounting for the district. It consists of three modules - general ledger, accounts payable, and budgetary control - which are interfaced, but not integrated. Each evening the system must be brought down to run batch processes. Every weekend the system must be brought down so the available funds files, including updates to budget account codes and budget transfers, can be transferred from the General Ledger to Budgetary Control. This system is designed to be a centralized financial package to handle the reconciliation required and the security levels built into the software. Because the system's encumbrance features are located in the budgetary control module, the accounts payable module maintains vendor files and acts as a check-writer. Almost all procurement and payable functions are performed manually.

In the summer of 1994, the HISD Financial Systems PEER Review Committee was formed to review the financial support systems and services provided to the district's schools and administrative departments. The committee, which varied in membership as needs changed, included business community volunteers, HISD administrators, and school principals. This committee strongly supported replacing the existing financial software system. It felt that process and efficiency improvements had been significantly limited by the out-of-date system. The committee also felt that much of the heavy paperwork and time-consuming manual approval and control procedures could be eliminated, or at least substantially reduced by re-engineering procedures at the time the new systems are installed.

Due to the system's age and structure, support from D&B is becoming costly and difficult. The number of staff at D&B who know the HISD system is declining, and it is anticipated that D&B's support will be discontinued in the near future. In addition, the programming changes required to handle the Year 2000 issue (a problem with the way dates are stored in existing computer programs) would be costly. District personnel have met with D&B representatives who did not offer an upgrade solution, but a replacement solution. As a result of these factors, district officials believe that upgrading and retaining the existing financial software system

is not a viable option. The district has prepared a Request for Proposal (RFP) for a new financial system and related services. One of the related services will be re-engineering that will include benchmarking and identifying processes that can be eliminated, computerized, and decentralized. The district has stated that it intends to take a cross-functional look at its processes to eliminate non-value-added activities.

The trend in industry is for software systems to go beyond simple general ledgers and integrate most or all functions within an organization. Since HISD is looking for a new financial system, there is the possibility of overlap with the MPAC system when a new financial system is chosen. Therefore, a thorough understanding of what is used in the district is necessary to select a software package that will integrate most easily to existing processes. The executive director of General Accounting is deeply involved in selecting a new financial system and is well-versed in the functioning of the Facilities and Maintenance Organization's primary software system, MPAC (Stores module).

FINDING

The Accounting Department is fulfilling its obligations and functions despite its paper-intensive, manual environment. Many functions performed in the Accounting Department require information to be entered into different computer or paper systems two and three times. For example, account analyses are entered into Lotus spreadsheets manually and compare against general ledger reports generated by the MSA system. Journal vouchers are then used to make corrections. While the controls and checking help ensure accuracy, duplication of effort and data entry is costly.

Another example of a problem resulting from a highly manual system involves the payment of an invoice by the Rice School for the extended daycare program. Schools collect fees from parents, but teachers involved in the program receive their pay from the district. The Accounting Department then invoices the schools for these amounts, and the schools pay the invoices with the fees collected from the parents. In this case, a data-entry error occurred when the wrong school name was entered on the invoice. The school has not paid since 1994 because a different school name was on the invoice. In 1996 the problem was resolved and the invoice, which had grown to over \$200,000, was paid. An automated system would have flagged this account for further verification when the invoices became 30-60 days overdue.

The need for a new financial system is further illustrated by the difficulty in retrieving data. Due to the effort required and the amount of data requested, it can take several days to retrieve data. Reports must be generated using MSA's proprietary report writer, Information Expert. One person is responsible for generating these reports because it is impractical to train a larger staff to use the report writer system.

The district has delayed implementing a new financial system since at least 1994. An RFP for a new Human Resources/ Payroll/Financial Systems and Associated Services was drafted in September 1995 and released on August 30, 1996. The financial system RFP that the district is now finalizing borrows heavily from the previous RFP. The district said it will be released before the end of September 1996.

No financial cost-benefit analysis has been performed to support the decision to implement a new financial system. The justification for a new system is stated above. The risk associated with spending several million dollars, however, has not been fully analyzed. The district has listed as part of the RFP, a cost justification section to be completed by the vendor.

RECOMMENDATION 136:

HISD should move forward with of implementing a new financial system.

Part of that process should include the district's cost-benefit analysis to highlight the changes required to fully implement a new system without relying totally on the vendors analysis, which may be somewhat self-serving. Once district officials understand the process and organization changes required by the new system, they can more accurately project the resources needed to use and maintain the system.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The deputy superintendent of Fiscal and Business Administration finalizes and releases the RFP.	September 1996
2. The System Selection Committee performs a cost-benefit analysis to determine where and how savings must take place to balance the cost of the new system. Analyzing the responses to the RFP can lead to a more accurate picture of the potential costs and savings.	January 1997
3. The System Selection Committee completes the vendor selection process.	February 1997
4. The System Selection Committee finalizes and implements plans to improve efficiency.	March 1997

FISCAL IMPACT

The cost of the new financial system is in the proposed fiscal 1996-97 budget at \$3 million for hardware and \$1.2 million for software.

FINDING

Schools do not have access to real-time budget account data, so they must track their own expenditures and transfers. The district recognizes this problem and HISD's *Purchasing and Accounts Payable Procedures for the 1995-96 School Year, August 14, 1995* states, "It is the responsibility of each school and department to track their expenses and know what funds are available."

While it is good for schools to track their expenses, they often have incorrect data due to delays in receiving up-to-date information. Discrepancies also occur due to school-level recording errors. For example, a budget account may be debited at a school, however, the expense may actually be charged to a different budget code for a variety of reasons. If the schools do not know about it or if they do not correct their books, they now have two incorrect budget account balances: the account they debited incorrectly, and the account from which the money was actually taken. Schools receive a monthly update from the Finance Department which reports their most recent status.

RECOMMENDATION 137:

Eliminate the use of school-level tracking systems by allowing access to the actual budget data.

The current financial system will not support this. However, with the implementation of the new financial system, schools should be given access to the information on the financial system.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Purchasing and Accounts Payable procedures are revised to show the appropriate use of the new system for tracking school-level expenditures and transfers following installation of the new financial system.

January 1998

FISCAL IMPACT

School personnel should no longer be required to track and reconcile expenditures and transfers, allocating them to use their time in more productive ways.

FINDING

The proposed financial system could potentially contain functions performed by other systems within the district. **Exhibit 7-17** summarizes the core functions of the proposed system. In addition to the core functions, the RFP the district is planning to issue contains references to other functions such as purchasing, warehousing, time tracking, job costing, and others.

Exhibit 7-17

Proposed Financial System Functions

Required Functions	Optional Functions
General Ledger	Inventory
Accounts Payable	Accounts Receivable/Cash
Purchasing	Textbook Inventory
Budgeting	Fixed Assets
Project Accounting	
Grant Accounting	

Source: HISD Request for Proposal Financial Systems and Associated Services Draft

Below is a list of items from the RFP describing the functions that district officials would like in a new financial system:

- An on-line requisitioning system that will allow schools and departments to input purchasing requests, secure necessary approvals, and route to appropriate individuals within seconds instead of days and then track the progress of the request.
- An on-line purchasing system that will support the district's effort to secure the best price, value, service, and delivery for the schools and departments, and to offer alternatives to the traditional purchase order for the large volume of small orders.
- An on-line receiving module that will streamline the receiving process for schools and departments, and will assist in the evaluations of vendor performance.

- An accounts payable module that processes payments electronically instead of manually so the district can take advantage of both quantity and term discounts, electronic banking, and improved vendor relationships.
- A budgeting module that will allow schools and departments to process their budgets electronically, thereby reducing the time spent in the annual budget process and making it easier and quicker to process budget updates.
- A General Ledger system that will support the school's and departments' need for available funds on-line so that they can better manage their operations. This system also will give them the ability to identify individual costs on a more timely basis.
- A user-friendly report writer that will allow any individual with proper security to develop reports required for their operations without the assistance of the Technology Department.
- A security system that will keep data secure, but available to the individuals who have legal needs for that data.
- A financial system that will allow for future growth, changes, and new needs with minimum expense.
- An on-line, fully integrated, decentralized system that will allow access to financial data on a timely basis and interface with support systems, such as MPAC.

Exhibit 7-18 shows the functions performed by the existing systems within the district. District officials said that they will examine the cost and benefits of a new system co-opting some or all of the functions of existing systems.

**Exhibit 7-18
HISD Systems and Functions**

Function/Data	Proposed Fin. Sys.	MSA	MPAC	SASI	SNAP	Edulog	Payroll	Others
General Ledger	⌚	⌚						
Accounts Payable	⌚	⌚						
Purchasing	⌚							⌚
Budgeting	⌚	⌚						⌚
Project Accounting	⌚							⌚
Activity Funds	⌚	⌚						⌚
Grant Accounting	⌚							
Inventory/Warehouse	⌚		⌚ (3)		⌚(3)			
Accounts Receivable/ Cash	⌚				⌚			
Textbook Inventory	⌚							

Fixed Assets	⌚	⌚						
Requisitions	⌚		⌚					
Receiving	⌚		⌚					
Vendor Information	⌚	⌚	⌚ (1)					
Student Information				⌚	⌚ (4)	⌚ (5)		
Payroll	⌚ (2)						⌚	
Personnel Data	⌚						⌚	⌚
Electronic Data Interchange	⌚							
<ol style="list-style-type: none"> 1. MSA downloads vendor information to MPAC 2. Inter-fund transfers for distribution of payroll charges. 3. The financial systems RFP contains specifications for inventory modules. Once proposals are received, a cost analysis will be performed to determine if a change from the MPAC system will be recommended. 4. SNAP processes student information related to certification for free or reduced lunch status. This information is downloaded to the SASI student system. 5. The district plans as part of its ongoing infrastructure initiative to interface the SASI and Edulog systems. 								

Source: Team analysis, HISD Accounting Department, HISD Information Technology Department

System descriptions

MSA
General Ledger accounting system
MPAC
System used by FMO for receiving, inventory management, requisitioning, and work order tracking
SASI
School administration and student information system
SNAP
Food service management system
Edulog
Student transportation management system

RECOMMENDATION 138:

The district should determine in which system each process and data set should reside.

The district should develop a data model and a process model to help implement the information technology strategy. These models will help eliminate data duplication and redundant processes.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The assistant superintendent of Technology and Information Services and the assistant superintendent of Accounting include the proposed financial system and functions in the information technology strategy.	November 1996
2. Financial system requirements incorporate new information technology design.	December 1996

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Chapter 7:

C. BUDGETING AND PLANNING

CURRENT SITUATION

The Office of Budgeting and Financial Planning has the primary responsibility for building the annual budgets by coordinating the efforts of everyone involved in the budget process. The annual budget consists of school budgets and the district's administrative budgets. The actual budget process and its relationship to strategic planning is addressed in the District Organization and Management chapter of this report.

Seven budget analysts located in the central office work closely with school personnel to develop the school budgets. An additional budget analyst works with central office departments. The budget analysts follow a step-by-step interview process to confirm that all aspects of the budget process are covered with the school personnel. The analysts then assist the school personnel in allocating their discretionary funds to various functions.

Another primary role of the analyst is to ensure compliance. Funds have regulatory restrictions and guidelines that must be followed and HISD must follow state law or public school district budgeting procedures. The analysts make sure the schools are budgeting at least the minimum amounts in the proper categories. These rules are available in the *Budget Development Manuals* distributed yearly to all personnel involved in the budgeting process. Despite this publication, schools still rely heavily on the budget analysts to explain and apply the regulations.

HISD's general ledger contains 1.6 million account/cost center combinations. The average number of transactions posted to the general ledger for all cost centers on an annual basis is over two million records. Based on interviews with participants in the budgeting process, the review team found that often it is difficult for school-level personnel to effectively develop their budgets due to the complexity of the accounting code structure and the nature of school finance and fund accounting.

FINDING

Due to unexpected revenue received by HISD, the district has fund balances higher than recommended by the TEA. The largest one-time unexpected revenues are from the following sources:

- Property Value Study Appeal: \$27 million;
- Senate Bill 1 Funding Allocation Change: \$28.1 million;
- Over-65 Freeze-Loss Evaluation: \$13.5 million.

Fund balances are maintained to accommodate contingencies and unexpected variations in cash flow. According to a TEA article entitled *Fund Balances, More Than Idle Cash in Bank*, a formula can be applied to a district's balance sheet to determine an optimal level of fund balances. A worksheet is provided that takes the district step-by-step through calculating the optimal fund balance. HISD used this worksheet (**Exhibit 7-19**) and published the following results.

Exhibit 7-19

HISD Optimum Fund Balance Calculation

		(\$ million)	(\$ million)
1. Total General Fund Balance as of 8/31/95			1. \$ 183.0
2. Reserved Fund Balances - General Fund		\$ 6.5	
A. Inventories		-	
B. Prepaid Items		\$ 10.5	
C. Outstanding Encumbrances		\$ 6.0	
D. School Operations		-	
E. Self-Funded Insurance			
F. Other Long - Term Receivables			
Total Reserved Balance (A+B+C+D+E+F)			2. \$ 23.0
3. Designated Unreserved Fund			

Balances - General Fund			
A. Construction, Repairs, Renovation		-	
B. Claims and Judgments		-	
C. Expected Fiscal 1995 Model 401 Cash Flow		-	
D. Capital Expenditures- Equipment			\$ 17.4
E. Self Funded- Insurance			\$ 14.5
**F. Other Designations			\$ 53.5
Total Designated Unreserved Fund Balance (A+B+C+D+E+F)			3. \$ 85.4
Estimated Avg. Monthly Cash Disbursements GF Fiscal 1996			4. \$ 72.0
General Fund Optimum Fund Balance (Lines 2+3+4)			5. \$ 180.4
Excess Net Undesignated Unreserved Gen. Fund Balance (line 1 - line 5)			6. \$ 3.5

Source: HISD Comprehensive Annual Financial Report 1995

The district also uses two other funds, the Designated for Operations Fund and the Permanent Fund, whose purposes may be similar to the Undesignated Unreserved Fund. The Designated for Operations Fund was created by the board as a minimum fund balance the district should maintain. In addition to the Designated for Operations Fund, the board created a Permanent Fund that is earnings and excess collected delinquent tax revenues that exceed budgeted revenues. The district uses the Permanent Fund primarily for non-recurring needs. The board can appropriate these designated funds at any time. An example of the type of

expenditures from the Permanent Fund is the building of the new Bertha Alyce pre-kindergarten center. No plans have been made for these funds for fiscal 1997. The board also can use the Undesignated Unreserved Fund in the same manner. For fiscal 1995, the Permanent Fund had a budgeted balance of \$12,864,000, the Undesignated Unreserved Fund had a balance of \$75,504,175, and the Designated for Operations fund had a balance of \$40 million. **Exhibit 7-20** shows all of the fund balances for fiscal 1995.

Exhibit 7-20
Equity Portion of the Fiscal 1995 Balance Sheet

Equity and Other Credits	(Balance millions)
Fund Balances:	
Reserved for Encumbrances	\$ 10.5
Reserved for Endowments and Projects	\$ 0.0
Reserved for School Carryover	\$ 6.0
Reserved for Investment in Inventories	\$ 6.5
Unreserved Designated:	
Designated for Arbitrage Rebate	\$ 0.5
Designated for Athletics	\$ 0.1
Designated for Authorized Construction	\$ 0.0
Designated for Capital Acquisition	\$ 17.4
Designated for Debt Retirement	\$ 0.0
Designated for Permanent Fund	\$ 12.9
Designated for Insurance Programs	\$ 14.5
Designated for Operations	\$ 40.0
Undesignated Unreserved	\$ 75.5
TOTAL EQUITY AND CREDITS	\$183.9

Source: HISD Comprehensive Annual Financial Report 1995

The TEA worksheet (**Exhibit 7-19**) shows that HISD has \$3.5 million in excess Undesignated Unreserved funds to be used as a cushion for cash flow variations throughout the year. The \$75.5 million balance is reasonable based on the concept of keeping a month's worth of operating costs in reserve. However, since the Permanent Fund and the Designated for Operations Fund can be used in essentially the same manner as the Undesignated Unreserved Fund, all three of them should be grouped together for the optimum fund balance calculation.

When those three funds are grouped together, the calculation shown in **Exhibit 7-21** produces an excess fund balance of \$56.4 million. District administrators told the review team that they planned to use these excess

funds for controlling tax rate expansion, although no supporting documentation for this plan was supplied.

Exhibit 7-21
Alternate Calculation of Optimum Fund Balance

	HISD (\$ millions)	Alternative (\$ million)
1. Total General Fund Balance	\$183.9	\$183.9
2. Total Reserved Balance	\$ 23.0	\$ 23.0
3. Total Designated Unreserved Fund Balance		
\$ 85.4	\$ 32.5	
4. Estimated Avg. Monthly Cash Disbursements	\$ 72.0	\$ 72.0
5. General Fund Optimum Fund Balance	\$180.4	\$127.5
6. Excess Net Undesig. Unres. Gen. Fund Balance	\$ 3.5	\$ 56.4

Source: HISD Comprehensive Annual Financial Report 1995, Team Analysis

RECOMMENDATION 139:

Designate excess fund balances to fund prioritized facility expansions and renovations.

The district will be left with a prudent reserve of more than \$100 million to handle cash flow fluctuations and unexpected expenses, all without the need to raise taxes.

The Facilities Management chapter of this report recommends prioritization of facility needs and the planned renovation or expansion of facilities according to a planned schedule.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The board approves the use of these funds for prioritized projects.	January 1997
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FISCAL IMPACT

Designating the excess funds for facility renovation and expansion can address the critical facility needs of the district without accessing external funding sources.

FINDING

The budget analysts spend about 40 percent of their workdays approving and performing budget transfers for schools. Schools often put excess budget funds in a general supplies category. Later in the year, when they have specific requirements, transfers are made from the general supplies category to the appropriate spending category.

For example, general supplies are coded as GF1-11-6399 for the fund, function, and object. The GF1 stands for general fund. The 11 is the function code for instructional type expenditures. The 6399 is the object code for general supplies. If the school finds that it needs additional funds to purchase an item for the principal's office, it must transfer funds to code GF1-23-6399. The 23 in this code is the function for school administration expenditures. To affect this transfer, the school must fill out a budget transfer form and send it to the budget analyst who works with their school. The analysts must confirm that the category requested by the school complies with district and government regulations. In this example, a transfer is made from one function to another, so this request also requires board approval, regardless of the amount of the transfer. According to state law, interfunction budget transfers require board approval. Transfers within a function do not need approval.

Exhibit 7-22 shows the number dollar amounts of transfers for the last three years. It is inefficient to request and analysts to perform transfers for small-dollar amounts, yet more than 3,000 transfers per year are for less than \$100.

Exhibit 7-22
Number of Funds Transfers by Amount
1993-94 to 1995-96

Amount of Transfer (\$)	1993-94	1994-95	1995-96 ¹
\$0.01 to \$10.00	951	1,220	697
\$10.01 to \$50.00	1,539	1,750	1,403
\$50.01 to \$100.00	1,703	1,884	1,355
\$100.01 to \$200.00	2,657	2,709	2,066
\$200.01 to \$500.00	5,404	4,888	4,002
\$500.01 to \$1,000.00	3,981	3,675	2,970
over \$1,000.00	13,000	8,152	8,526
Total	29,235	24,278	21,019
¹ Through May 15, 1996			

Source: HISD Department of Budgeting and Planning

If the category requested by the school does not yet exist because it was not originally funded in the approved budget, that category must be setup in the accounting system. These accounts are setup during a batch run on the MSA system that occurs on most, but not all, weekends. The result is a delay in the transfer, and a delay in the school's ability to purchase the supplies or services. School principals cannot submit a purchase order until they have a valid account code. These new codes also must be ratified by the board. The board reviews these budget items quarterly.

A PEER Review study recommended that HISD should allow the roll-up of budget codes as one way of reducing the number and frequency of transfers. For example, codes 6301, 6302, up to 6399 would be budgeted under 6300.

RECOMMENDATION 140:

Reduce the number of budget transfers required throughout the year by discontinuing the use of holding or clearing accounts in the budget.

Use allocation formulas to direct funds to categories of historical use. Then as funds are used they can be posted to the correct account without the need for transfers.

Allow schools to make purchases within a functional category if the expenditure object code will differ from the budget object code. The variance between object code budgets and expenditures can then be used to produce more accurate budgets in the future. The variance can also indicate whether the district is moving away from its strategic financial plans as a result of these changes to the budgeted amounts.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The assistant superintendent of Budgeting and Planning forms and leads a committee to review current procedures, investigate legal constraints, and draft a proposal for the board.	January 1997
2. The district allows the roll-up of budget codes as recommended by the PEER Review committee.	January 1997
3. Appropriate district personnel receive inservice training in existing class offerings.	Ongoing

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

Annual budgets are built based on previous budgets, instead of actual prior-year expenditures. The district starts developing the budget when it is only halfway through the current year, making it impossible to use prior-year actual expenditures as a starting point. This process may be misleading since end-of-year actual expenditures may vary significantly from original budget numbers. Using HISD's reported data for 1994-95 as an example co-curricular activities had actual expenditures 23.71 percent higher than budgeted (See **Exhibit 7-23**).

Exhibit 7-23 Budget vs. Actual Comparison (General Fund) 1994 - 95

Expenditure Functions (General Fund Only)	1995 Budget	1995 Actual	Variance
Instruction	\$508,007,560	\$489,492,923	-3.64%
Instructional Administration	\$13,687,602	\$14,253,375	4.13%
Instructional Resources and Media Services	\$14,351,491	\$15,758,600	9.80%
School Administration	\$60,112,278	\$60,147,661	0.06%
Curriculum and Personnel Development	\$8,995,275	\$6,724,548	-25.24%
Communication and Dissemination	\$2,865,804	\$2,866,736	0.03%
Guidance and Counseling	\$26,693,441	\$27,591,027	3.36%
Attendance and Social Work Services	\$1,469,061	\$1,949,781	32.72%
Health Services	\$12,679,458	\$10,700,846	-15.60%
Pupil Transportation	\$25,140,943	\$33,407,710	32.88%
Co-Curricular Activities	\$5,783,174	\$7,154,250	23.71%
Food Service	\$381,648	\$579,842	51.93%
General Administration	\$23,665,490	\$23,831,750	0.70%
Debt Service	\$6,233,970	\$1,152,250	-81.52%
Plant Maintenance and Operations	\$109,338,233	\$118,769,748	8.63%
Facilities Acquisition and Construction	\$10,093	\$99,878	889.58%
Data Processing Services	\$11,374,119	\$13,413,957	17.93%
Community Services	\$961,616	\$949,678	-1.24%
Total	\$831,751,256	\$828,844,560	-0.35%

Source: HISD 1995-96 School Budget page 26, HISD Comprehensive Annual Financial Report Fiscal 1995 page 56

General fund variances shown in **Exhibit 7-23** reveal 11 out of 18 categories have an actual expenditure varying 8.5 percent or more from the budgeted amount. When general funds and all other funds are considered in **Exhibit 7-24**, only five of the 18 categories have expenditures varying by 8.5 percent or more. This indicates that revenues from special and other funds are used to remedy variances in spending.

Exhibit 7-24

**Budget vs. Actual Comparison
(All Funds)
1994 - 95**

Expenditure Functions (All Funds)	1995 Budget	1995 Actual	Variance
Instruction	\$561,336,707	\$538,265,592	-4.11%
Instructional Administration	\$17,492,218	\$17,566,740	0.43%
Instructional Resources and Media Services	\$16,415,899	\$16,034,563	-2.32%
School Administration	\$60,747,897	\$60,481,272	-0.44%
Curriculum and Personnel Development	\$11,959,055	\$10,810,704	-9.60%
Communication and Dissemination	\$2,904,814	\$2,866,736	-1.31%
Guidance and Counseling	\$30,853,843	\$31,653,940	2.59%
Attendance and Social Work Services	\$3,836,468	\$4,721,334	23.06%
Health Services	\$13,274,868	\$10,959,438	-17.44%
Pupil Transportation	\$33,730,383	\$34,247,097	1.53%
Co-Curricular Activities	\$7,016,128	\$7,164,322	2.11%
Food Service	\$60,711,636	\$61,249,168	0.01%
General Administration	\$24,104,543	\$23,831,750	-1.13%
Debt Service	\$53,026,421	\$53,038,998	0.02%
Plant Maintenance and Operations	\$112,237,656	\$119,650,910	6.60%
Facilities Acquisition and Construction	\$9,505,693	\$45,014,209	373.55%
Data Processing Services	\$12,817,454	\$13,413,957	4.65%
Community Services	\$1,118,080	\$1,107,128	-0.98%
Total	\$1,033,089,763	\$1,052,077,849	1.84%

Source: HISD 1995-96 School Budget page 17, HISD Comprehensive Annual Financial Report Fiscal 1995 page 27, 89

HISD officials have declared their intent to enact certain programs that promote HISD's *Declaration of Beliefs and Visions*. These priorities are listed in the *Recommended 1995-96 School Budget* that states:

The 1995-96 adopted budget builds on this decentralization effort and puts more emphasis on the School Board's Declaration of Beliefs and Visions than any previous budget. The additions are completely focused on the needs

of the school and decentralization. The allocations are intended to improve the decentralization effort by allocating funds to the district offices for their schools and supporting the relationship between the teacher and the student.

The *Recommended 1995-96 School Budget* lists the district's priorities, primary, focuses and costs (where identified) as follows:

- Raises and performance pay to most district personnel (\$36.6 million);
- Increased staffing allocations (\$5.5 million);
- A \$20 per student allocation to district offices to address special staffing needs and decentralization (\$4 million);
- Improving student achievement using multi-year school improvement plans,
- Plan, develop, and require core curriculum for all students;
- Increase graduation rate and reduce dropout rate;
- Improve quality of staff by attracting, retaining, and training/developing all staff, and ensure that staff at all levels treat each other, students, and parents with sensitivity and respect;
- Increase parental and community involvement by creating partnerships;
- Implement decentralization and shared decision-making by elimination or waiver of unnecessary rules and regulations;
- Increase access to learning for students and employees through technology, increase employee productivity through technology and reduction of paperwork and bureaucracy;
- Improve school climate and facilities by providing clean, safe, and secure facilities (\$4.3 million);
- Improve student discipline by providing a discipline management program; and
- Prepare all students with relevant career and life skills.

Other priorities for the district that were not funded are:

- Academic and enrichment programs (second phase);
- Deferred maintenance and repairs;
- Partnerships (after-school child care);
- Safety/Security needs (long-term);
- Facility needs;
- Elementary ancillary and counselor staffing and discretionary funding (increased/weighted formulas) (Phase 2);
- Secondary staffing (increased/weighted formulas) (Phase 2);
- Middle school staffing (by formula);
- Clerical assistance in schools;

- Elementary financial clerks; and
- SASI coordinators.

To see the extent to which these priorities are addressed, a comparison of both budgeted and actual amounts reported to TEA and recorded in PEIMS shows how funds are shifted to meet these goals.

For purposes of this analysis PEIMS data is used because it is the officially reported budget and actual numbers for school districts and because the numbers reported by the district in the HISD Comprehensive Annual Financial Report Fiscal 1995 and various other HISD publications do not agree.

For example, The HISD Comprehensive Annual Financial Report Fiscal 1995 reports the budgeted amount for facilities acquisition and construction was over \$125 million. The HISD 1995-96 School Budget reports this amount as \$9.5 million. And PEIMS data shows this amount as \$102.1 million. All of these figures include all funds.

Exhibit 7-25
Comparison of Changes in the Budget vs. Changes in Actual Spending

Func.	Function Description	Budget 94 (\$MM)	Actual 94 (\$MM)	% Change	Budget 95 (\$MM)	Actual 95 (\$MM)	% Change
11	Instruction	\$535.3	\$511.4	-4%	\$560.4	\$538.3	-4%
21	Instruct. Admin.	\$16.9	\$16.6	-2%	\$16.8	\$17.6	5%
22	Instruct. Res. / Media Svs.	\$7.2	\$15.4	114%	\$17.7	\$16.0	-10%
23	School Administration	\$59.4	\$58.8	-1%	\$62.0	\$60.5	-2%
25	Curriculum and Per. Dev.	\$9.6	\$9.6	0%	\$13.5	\$10.8	-20%
26	Communication and Dissem.	\$3.2	\$2.7	-16%	\$3.2	\$2.9	-9%
31	Guidance and Counseling	\$32.0	\$30.9	-3%	\$32.2	\$31.7	-2%
32	Attendance and Social Work	\$4.6	\$4.4	-4%	\$4.7	\$4.7	0%
33	Health Services	\$9.5	\$9.2	-3%	\$12.5	\$11.0	-12%
34	Pupil Transportation	\$34.1	\$30.6	-10%	\$36.9	\$34.2	-7%
36	Co-Curricular Activities	\$8.0	\$7.0	-13%	\$7.8	\$7.2	-8%
37	Food Service	\$60.0	\$60.4	1%	\$60.9	\$61.2	0%
41	General Administration	\$23.0	\$22.5	-2%	\$24.9	\$23.8	-4%
42	Debt Service	\$50.4	\$49.7	-1%	\$53.1	\$53.0	0%
51	Plant Maint. and Operations	\$116.6	\$109.4	-6%	\$117.5	\$119.7	2%

52	Facilities Acq. and Cons.	\$120.0	\$58.9	-51%	\$102.1	\$45.0	-56%
75	Data Processing Services	\$11.1	\$8.0	-28%	\$16.7	\$13.0	-22%
81	Community Services	\$0.9	\$0.9	0%	\$1.1	\$1.1	0%
		\$1,101.8	\$1,006.4	-9%	\$1,144.0	\$1,051.7	-8%

Source: PEIMS data

HISD officials are quick to note that they regularly come in under budget in almost every category. Yet the practice of overbudgeting by 8 or 9 percent, as shown in **Exhibit 7-25**, raises questions about HISD's revenue and expenditure projections. Deviations of this amount could translate to lower taxes, the renovation of schools, or the dedication of monies to other educational priorities.

RECOMMENDATION 141:

Use the budget as a cost containment tool linked directly to the district's strategic goals.

Comparing actual expenditures to budget numbers gives the district a reality check to ensure that the budget is used as a cost containment tool.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The board or a standing committee of the board should oversee budget development and maintenance.	Ongoing
2. The Budget and Financial Planning department gathers actual spending data and develops a report to use for the new budget.	October 1997
3. The adopted budget is amended using actual data to produce a more reliable budget.	November 1997

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

FINDING

The budget department holds formal inservice training twice a year. Attendance is not required. Although attendance lists are kept, no attempt is made to track attendance patterns versus the ability of the schools to develop sound budgets. Personnel are free to call or come to the budget department for help at any time.

RECOMMENDATION 142:

Require school principals, financial clerks, and secretaries involved in the budgeting process to attend the budgeting department inservice training that is already offered.

This recommendation will reduce time spent during the year on budget transfers, mis-coded requisitions, and problem resolution. Even though the budget department has produced a high quality, comprehensive budget process manual for use by the entire district, direct instruction is needed for complete understanding of the process.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The superintendent should establish a policy requiring inservice training attendance for principals and financial clerks.	January 1997
2. Principals and financial clerks attend existing budgeting inservices.	Ongoing

FISCAL IMPACT

This recommendation should improve the financial management efforts at no additional cost to the district since inservice training is already offered.

FINDING

School-level budgets are prepared manually. Each school receives a package by mail containing three spreadsheets. The spreadsheets represent the General Fund (GF1), the Capital Projects Fund (GF4), and the Special Projects Fund (SR1). The Budget Department develops the spreadsheets based on allocation formulas and shows minimum amounts that must be maintained in certain categories. An additional sheet displays funds that are available for schools to allocate within given constraints.

The Budget Department is testing a new budgeting software system for the network. The financial systems RFP also specifies budgeting functions. The Budget Department is just beginning to share spreadsheets electronically with the schools, rather than relying on campus mail and direct meetings to complete the budgets.

RECOMMENDATION 143:

Create a single on-line budget development system.

Coordinating this project is necessary because it is likely that the new financial system will have a budget development module that allows remote access. Therefore, work underway on an automated budgeting system may be obsolete within a year.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Budget and Financial Planning department reviews the appropriate functions of the new financial system.	January 1997
2. The Budget and Financial Planning department coordinates with the Accounting department to decide whether to develop an on-line budgeting system or wait for the new financial system to come on-line.	January 1997

FISCAL IMPACT

There is no fiscal impact from this recommendation.

FINDING

Final amendments to the school budgets are completed in early November. Although the fiscal year runs from September 1 through August 31, the school-level budgets are not stable until the enrollment figures are final. After the final enrollment numbers are recorded in late October, budget analysts meet with the school personnel to confirm the actual budget amounts for that year.

Difficulty arises when attempting to reconcile budget figures with previous budget publications and the other financial statements such as *HISD's Comprehensive Annual Financial Report (CAFR)*. Due to the timing of publications throughout the year, the timing of receipts and expenditures, the overlap of fiscal year with the school year and special project fiscal years, and the terminology used to describe budget numbers, the numbers stated as the budgeted amount for a given year will vary from publication to publication. **Exhibit 7-26** illustrates this.

Exhibit 7-26
1994-95 General Fund Budget Amounts in Three Different District Publications

	1994-95	1994-95	Annual
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Expenditure Functions (General Funds) (Million)	Adopted Budget¹	Recommended Budget²	Financial Report³
Instruction	\$ 508.00	\$505.61	\$512.35
Instructional Administration	\$ 13.69	\$ 13.69	\$ 14.62
Instructional Resources and Media Services	\$ 14.35	\$ 14.35	\$ 17.22
School Administration	\$ 60.11	\$ 60.11	\$ 62.36
Curriculum and Personnel Development	\$ 9.00	\$ 9.00	\$ 9.17
Communication and Dissemination	\$ 2.87	\$ 2.87	\$ 3.17
Guidance and Counseling	\$ 26.69	\$ 26.69	\$ 27.78
Attendance and Social Work Services	\$ 1.47	\$ 1.47	\$ 2.10
Health Services	\$ 12.68	\$ 12.68	\$ 11.92
Pupil Transportation	\$ 25.14	\$ 25.14	\$ 40.22
Co-Curricular Activities	\$ 5.78	\$ 5.78	\$ 8.07
Food Service	\$ 0.38	\$ 0.38	\$ 0.63
General Administration	\$ 23.67	\$ 23.67	\$ 24.93
Debt Service	\$ 6.23	\$ 6.23	\$ 1.24
Plant Maintenance and Operations	\$109.34	\$109.34	\$122.47
Facilities Acquisition and Construction	\$ 0.10	\$ 0.10	\$ 0.18
Data Processing Services	\$ 11.37	\$ 11.37	\$ 21.65
Community Services	\$ 0.96	\$ 0.96	\$ 1.00
Total	\$831.75	\$829.35	\$881.11

Source: 1. HISD Adopted 1995-96 School Budget for Fiscal Year September 1, 1995 - August 31, 1996, page 26; 2. HISD Recommended 1994-95 School Budget for Fiscal Year September 1, 1994 - August 31, 1995, page 37; 3. HISD Comprehensive Annual Financial Report For the Fiscal Year Ended August 31, 1995, page 28

Exhibit 7-26 above shows that most functional categories are consistent between the two budget publications, but there is considerable difference when compared to the Comprehensive Annual Financial Report.

RECOMMENDATION 144:

When district publications use the terms "recommended budget," "adopted budget," and "budget," they should be clear about the date and progress in the budgeting process that the figures represent.

The district should be clear about the publication dates associated with the various versions of the budget.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Budget and Financial Planning department defines the dates on which financial data will be official and clearly notes these dates when any relevant financial data, such as the budget or the annual financial report, is published.	Immediately
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FISCAL IMPACT

There is no fiscal impact from this recommendation.

Chapter 7:

D. REVENUE MANAGEMENT

CURRENT SITUATION

HISD's revenues are managed through various functions within the Accounting Department. The sources of revenue are discussed at the beginning of this chapter. Throughout the year, revenue coming into the district must be received, logged, and deposited or distributed. The Treasury Department is responsible for depositing most funds coming into the district. Other sources of funds, such as revenues through school activities, are collected and deposited at each school.

The only revenue that schools typically manage are revenues from activity funds. Schools receive their yearly appropriation as stated in the budget and plan their expenditures accordingly. Activity funds, including vending machine receipts, are deposited into local bank accounts set up for this purpose. High schools and middle schools have these accounts "swept" into a centralized district activity fund account every week. Elementary schools maintain all aspects of their own accounts and write checks directly from their own accounts. High schools and middle schools, however, must use purchase orders to access their activity funds.

FINDING

HISD has a Grant Development Department which serves as one of the fundraising arms of the district. While schools and departments are encouraged to seek funding and develop proposals from external sources, all grant and special project applications must flow through the Grant Development Department. This requirement facilitates the coordination of the grant writing effort.

The Grant Development Department has specific goals it strives to achieve. **Exhibit 7-27** lists these goals.

Exhibit 7-27

Goals of the Grant Development Department

Goal	Actions
Identify external funding sources	<ol style="list-style-type: none"> 1. Establish and maintain contact with public and private funding sources. 2. Establish and maintain communication with local businesses, foundations, and other educational institutions.
Facilitate the development of proposals for district programs.	<ol style="list-style-type: none"> 1. Collaborate with external agencies and institutions to develop joint proposals and programs. 2. Provide resources and technical assistance to district staff in the development of proposals for external funding.
Disseminate information to district personnel concerning Requests for Proposals and successful externally funded programs.	<ol style="list-style-type: none"> 1. Publish a biweekly newsletter spotlighting available funding sources and successful externally funded programs. 2. Provide training in the proposal writing process to district personnel.
Manage all externally funded programs as appropriate.	<ol style="list-style-type: none"> 1. Monitor funded programs to ensure compliance with funding guidelines. 2. Develop a database for evaluation of department effectiveness.

Source: Grant Development Department

Writing a grant application is not a trivial task. Agencies offering grants have specific guidelines that must be followed. Considerable time is invested to research responses to grant queries. Competitive grants also look for innovation and creativity in grant applications. **Exhibit 7-28** shows the grant development process.

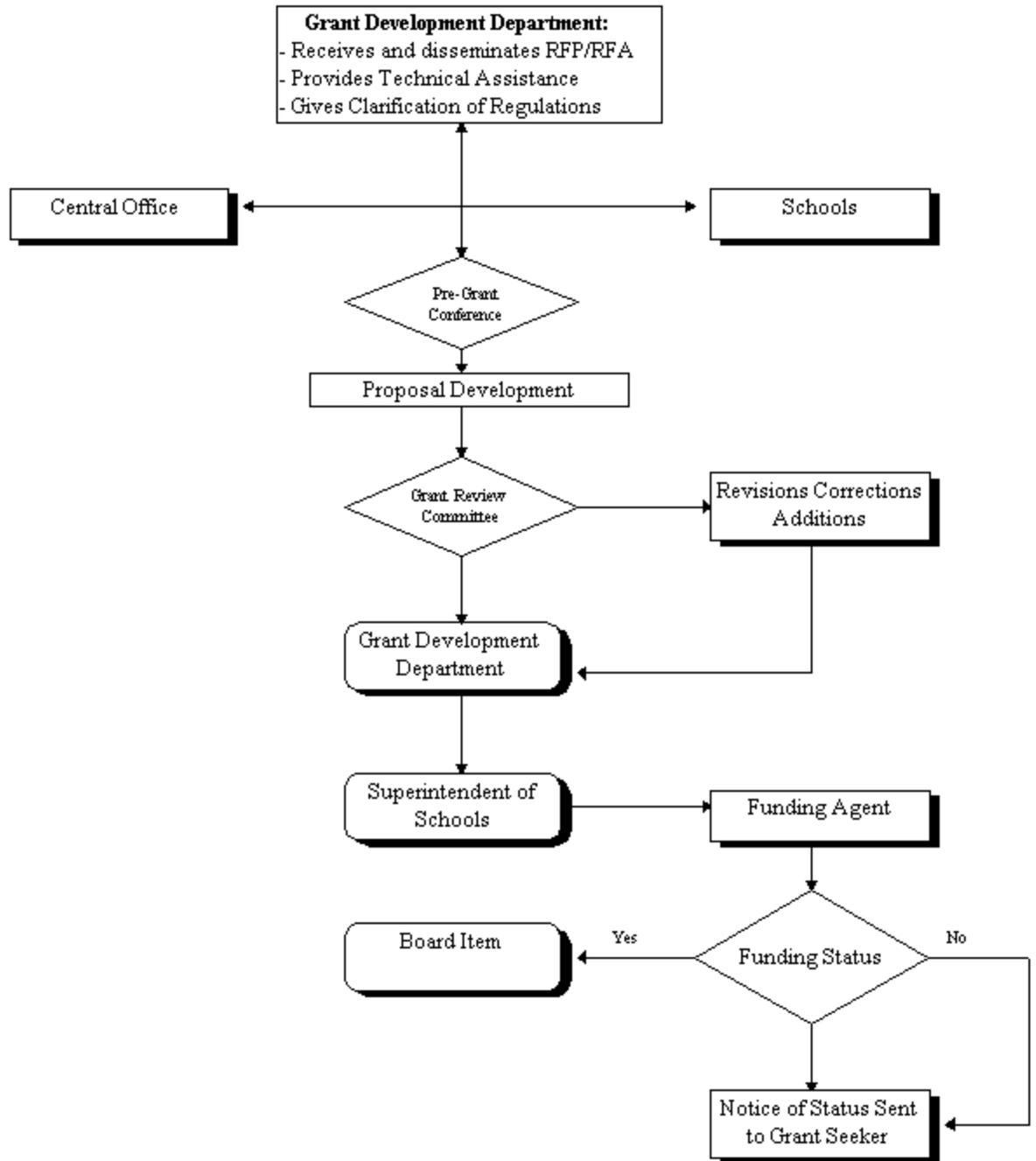
In addition to helping grant seekers to complete the application cycle, the Grant Development Department also helps manage grants. Activities include:

- Researching texts and databases for appropriate funding opportunities;
- Disseminating information about funding opportunities via districtwide bulletins, telephone inquiries, and walk-in clients;
- Collecting data appropriate to grant applications generated in the district;
- Coordinating collaboration efforts;

- Providing technical assistance in grant-writing techniques to schools and central office personnel;
- Planning, developing, and implementing training for all district personnel;
- Responding to local, state, and national queries on funded initiatives;
- Preparing and reviewing budget amendments, program changes, and progress reports; and
- Preparing Board Agenda Items for acceptance of all funds (new and continuing).

Exhibit 7-28

Grant Development



Source: Grant Development Department

According to the director of the Grant Development Department, time spent on preparing applications varies with the funding source. Federal applications give a general guide on the amount of time necessary for reviewing instructions, searching data sources, gathering and maintaining data needed, and completing and reviewing the collection of information.

Grants ask for responses to questions as a criteria for selection. Generally, the reporting burden averages about 24 hours per response. Typically, 15 to 30 responses are required per grant. As a general rule, the same is true for most state applications, although no estimate of the reporting burden is available. Applications requiring technical or specialized information require more time.

Based on this information, it takes as much as 360 hours to respond to all the queries for a grant. This equates to more than two months' worth of time for one person working full-time to develop a grant. The director of the department said that it is not unusual for a grant for \$25,000 to take as much time to develop as a grant for \$250,000.

The district received approximately \$72 million in grants in fiscal 1995. **Exhibit 7-29** shows the breakdown of grant types.

Exhibit 7-29
Highest Dollar Amount Grants
and Special Projects
1995-96

Grant Type	Amount
Chapter I	\$ 45 million
Special Education	\$ 7 million
Special Programs	\$ 20 million
Total	\$72 million

Source: PEIMS data, Grant Development Department

Exhibit 7-30 identifies the 10 largest grants received in 1995.

Exhibit 7-30
Highest Dollar Amount Grants and Special Projects
1995-1996

Project Number	Title	Amount
K8	Coalition of Essential Schools/Yates	\$ 158,217
7B	Can Do/Yates	\$ 158,472
K8	Coalition of Essential Schools/HS Health Professions	\$ 170,000
E2	Technology Department/Armadillo WWN Server	\$ 175,000
E2	Rucker Elementary/Outdoor Science Lab	\$ 181,587
E2	Gordon Elementary/Playground	\$ 224,391

E2	Foreign Language Department	\$ 249,908
E2	West District Office/Live Dramatization	\$ 252,789
E2	Kate Bell Elementary/Summer Program	\$ 655,008
E2	Blackshear Elementary/Bright Lights	\$ 668,918
	Total	\$2,894,290

Source: HISD director special programs, Department of Budgeting and Planning

COMMENDATION

HISD's Grant Development Department is commended for effectively applying for and receiving significant grant money for the district.

FINDING

The district receives several small grants each year. **Exhibit 7-31** identifies the 10 smallest grants received in 1995.

Exhibit 7-31 Lowest Dollar Amount Grants and Special Projects 1995-1996

Project Number	Title	Amount
K8	Coalition of Essential Schools/Yates	\$1,000
7B	Can Do/Yates	\$2,400
K8	Coalition of Essential Schools/HS Health Professions	\$2,500
E2	Technology Department/Armadillo WWN Server	\$2,900
E2	Rucker Elementary/Outdoor Science Lab	\$3,000
E2	Gordon Elementary/Playground	\$3,500
E2	Foreign Language Department	\$4,000
E2	West District Office/Live Dramatization	\$4,000
E2	Kate Bell Elementary/Summer Program	\$4,600
E2	Blackshear Elementary/Bright Lights	\$5,000

Source: HISD director special programs, Department of Budgeting and Planning

Based on this analysis of the time to develop a grant, the minimum cost is over \$7,000, based on an average salary of a grants coordinator alone. This figure does not take into account the time required by the committees, grant seeker, and board members.

The Grants Development Department has three grant coordinators. Given that the minimum time to develop a single grant application is 360 hours, the Grants Development Department is able to produce only about 30 grant applications per year. The department currently accepts all grant proposals.

Grants received by the district require reports to confirm that they are being used as prescribed in the grant proposal. Several resources are required to prepare grant reports:

- General ledger;
- Payroll journal;
- Position control listing; and
- Outstanding purchase order listing (for final reports).

All accountants in the Federal Fund Department are responsible for preparing reports. The average required time to prepare reports is shown in **Exhibit 7-32**.

**Exhibit 7-32
Grant Report Time Requirements**

Type of Reports	Estimated Time Per Report	
Standard Reports Issued to TEA, DOE, and other Federal Agencies	Small Reports	Large Reports
Monthly	4 hrs.	6 hrs.
Quarterly	4 hrs.	6 hrs. - 12 hrs.
Performance	-	8 hrs.
Final ¹	8 hrs.	16 hrs. - 24 hrs.
Reports to other 3 rd party grantees:		
Billings ²	2-3 hrs.	8 hrs. - 16 hrs.
¹ The estimated time does not include the preparation for liquidating encumbrances. ² Billings normally require detailed supporting documents such as copies of checks, invoices, payroll journal, and general ledger.		

Source: Federal Funds Department

RECOMMENDATION 145:

The district should evaluate the true cost of applying for small-amount grants.

Prioritize grant proposals and allocate department staff to the largest grants with the highest probability of success. If the grant coordinators

cannot handle all possible grant applications, smaller grant applications should be assigned to the schools.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Grants Development Department identifies costs and benefits of grant applications.	January 1997
2. The department prioritizes grant applications and allocates personnel resources to projects.	February 1997
3. Implement the strategy.	Ongoing

FISCAL IMPACT

Additional grant revenue can be generated by the Grants Development Department with only two additional grants valued at \$25,000 in place of the 10 lowest valued grants. Actual revenue increases are not estimated because grant availability and the aggressiveness of staff cannot be determined at this time.

FINDING

HISD participates in the textbook waiver program. While this is not specifically revenue to the district, it represents discretionary funds that are available to the district for its use. The program allows schools to waive the use of additional textbooks and use those funds for such things as educational software. The schools must prepare proposals and gain approval for their plans to receive the funds. The funds are appropriated to the schools at one time, but may be used over the course of six years.

As of March 1996, HISD had received \$828,000 in appropriations for 50 schools that have chosen to participate. However, schools have spent only 17.5 percent of these funds. The average amount for these schools is \$13,657. The school with the greatest outstanding balance is Pershing Middle School with a balance of \$53,495. **Exhibit 7-33** shows the status of the funds.

**Exhibit 7-33
Waivered Textbook Funds Status**

Fund Status	Amount	Percent to Total
Total Appropriation	\$828,105.19	100%
Encumbrance	\$ 63,771.20	7.70%
Expenditure	\$ 81,501.43	9.84%

Balance	\$682,832.56	82.46%
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Source: Accounting Department

RECOMMENDATION 146:

Schools should move forward with their waiver plans.

The schools are not benefiting from money sitting in an account. The school should be aggressive about using the funds for the suggested alternatives. Delaying funds can cause problems, especially when the school plans to purchase technology. These items become obsolete quickly, and the schools may not be able to make purchases precisely as stated in their waiver plans.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The book waiver manager contacts schools to encourage progress in the waiver plan.	January 1997
2. Reviews as conducted periodically to ensure schools are complying with plan.	Ongoing

FISCAL IMPACT

This recommendation can be implemented at no additional cost.

Chapter 7:

E. DISBURSEMENT MANAGEMENT

CURRENT SITUATION

HISD's budget for fiscal 1995-96 was more than \$1.2 billion. The disbursement of funds is one of the major functions of the Office of Fiscal and Business Administration. The administration of the district has acknowledged that there are significant weaknesses in its payroll and human resources departments. The district is striving to improve these processes by engaging Arthur Andersen to study the processes and make recommendations to increase the quality and effectiveness of the departments.

The department disbursing the largest amount of the district's funds is the Payroll Department. Most other expenditures are paid by the Accounts Payable Department. The Accounts Payable Department is responsible for:

- Purchase order payments;
- Direct pay payments:
 - In-district travel,
 - Out-of-district travel,
 - Teacher's supply reimbursement,
 - Consultants,
 - Professional services and other contracts, and
 - Utilities; and
- Supplemental operating checks.

For example, schools often hire consultants for staff development. Consultants also are hired by the administration for various purposes. In fiscal 1995, 650 consultant contracts were issued. Professional service contracts include contracts for specialized training to students, after-school programs, technology, legal, and auditing. Five hundred professional service contracts were processed during the 1995 school year.

The district uses several different types of purchase orders for the goods and services it buys. **Exhibit 7-34** lists the types of purchase orders used in the district.

Exhibit 7-34

Types of HISD Purchase Orders

Purchase Order Type	Purpose
A, B	Used for most purchases
F	Used for federally funded purchases
H	Used for food purchases for inservices, meetings, etc.
K	Used for food service purchases
M	Used for purchases less than \$500
R	Used for maintenance purchases
S	Used for purchases less than \$1,000
W	Used for warehouse purchases

Source: HISD Financial Procedures Manual

HISD's purchasing policy requires that all purchases be processed through the Purchasing Department. The *Finance Procedures Manual* provides exceptions that allow for direct payment of certain expenses. **Exhibit 7-35** illustrates the number and kind of payments the department makes annually.

**Exhibit 7-35
Number of Checks by Type**

Type of Payment	Number of Checks (Annual average)
In-district Travel	6,500
Teacher Supply Reimbursement	15,000
Utilities	35,000
Out-of-district Travel	7,300
Sports Officials	5,500
Other*	8,500
*Other includes medical exams, tuition reimbursement, membership fees, registration fees, vocational education food purchases, subscriptions, repairs, postage stamps.	

Source: HISD Purchasing Through Payables

The accounts payable department works with a wide variety of payment instruments but does not track the efficiency or effectiveness of these instruments.

FINDING

The Accounts Payable Department does not track late or overdue payments. Payments to vendors are made as soon as all necessary documents are received and verified.

Exhibit 7-36 shows the results of a random sample of 12,332 M-orders (orders for goods or services less than \$1,000) and the dates on which they were paid versus the date on which they were processed by the Purchasing Department.

**Exhibit 7-36
M-Order Payment Timing
July 1996**

Days After Processing by Purchasing Department	Number of M-Orders	Percent of Total Sample
0 to 30	9,573	77.7%
31 to 60	2,174	17.6%
61 to 90	359	2.9%
Over 90	226	1.8%
Total	12,332	100%

Source: Office of Financial and Business Administration

While almost 78 percent of vendors have been paid within 30 days, 22 percent have not been paid within the contracted time. Reasons cited for delays included failure of the schools to return receiving receipts, incorrect information on packing slips, incorrect amounts, and incorrect quantity units. Accounts payable staff must then work with the vendors and the schools to rectify the problems.

HISD states that its payment policy is to pay in full within 30 days. However, vendors will sometimes put different terms on their invoices, such as requiring payment within 10 days. HISD staff said that vendors will occasionally demand payment based on the terms stated on their invoice regardless of the HISD purchase order terms.

RECOMMENDATION 147:

The Director of the Accounts Payable Department should strictly enforce HISD policy when paying vendors.

Balance the benefit of early payment discounts with the opportunity to earn interest by not paying vendors until contracted to do so. Make payments on time as an incentive to receive additional discounts from vendors.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The director of Accounts Payable directs staff to enforce HISD's policy of paying in full in 30 days.	January 1997
2. The director of Accounts Payable develops reports that track payments.	February 1997
3. All staff use reports to manage staff operations.	Ongoing

FISCAL IMPACT

There is no fiscal impact from this recommendation.

FINDING

Accounts payable clerks spend a significant amount of time answering questions from vendors and district personnel. Vendors call to check on the status of an invoice if it has not been paid. The clerk will then have to take the invoice number from the caller, enter it into the terminal, examine the account on the computer screen, and give an answer to the caller. The clerk may also need to check with schools or other departments involved in the transaction to determine the account's status. Based on interviews with HISD staff, the clerks spend about 40 percent of their time answering questions on the phone. The majority of these phone queries are to check invoice status or fund balances.

RECOMMENDATION 148:

Install an interactive voice response telephone system with an automatic call distributor that is linked to the financial system in the Accounts Payable Department to answer common and repetitive phone queries.

A large percent of the calls are vendors asking for the status of an invoice or an account balance. This is information that can be accessed through a computer-telephone interface. An automatic call destination can handle these calls and the clerks will save about 40 percent of the clerks' time during the day.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Director of Accounts Payable presents recommendation to the board for consideration.	January 1997
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2. The Purchasing and Accounts Payable Department work together to develop a request for proposal.	March 1997
3. A new telephone system is selected and installed.	April 1997

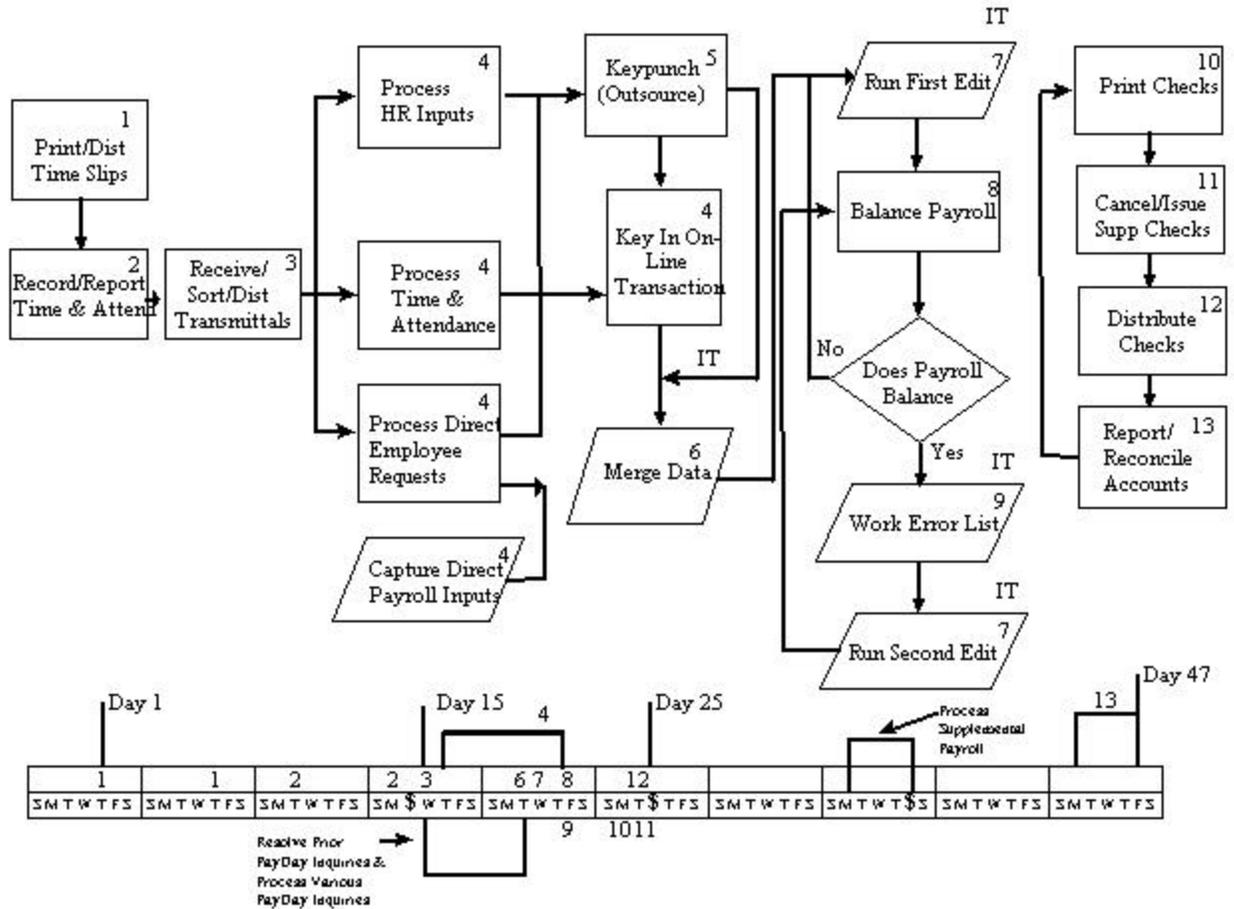
FISCAL IMPACT

Fiscal Impact	1996-97	1997-98	1998-99	1999-2000	2000-01
Reduced 10 FTE's in Accounts Payable	\$0	\$300,000	\$300,000	\$300,000	\$300,000
Computer Telephone Integration (CTI)	(\$300,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)
Net Impact	(\$300,000)	\$299,000	\$299,000	\$299,000	\$299,000

FINDING

The HISD payroll system is over 20 years old and does not support HISD's needs. A study by Arthur Andersen consulting found that the payroll process has a 5.8-percent error rate in processing checks compared to a best practices company which averages a 0.6 percent error rate. Some of this gap is due to the excessive manual effort required to produce the payroll as illustrated in **Exhibit 7-37**. However, teachers, principals, and administrative staff who were asked about payroll said that they received their checks on time, and that was their primary concern. The Payroll Department receives many calls about supplemental checks (checks in addition to regular payroll checks) due to the lack of information that is on the check stubs.

Exhibit 7-37 Payroll Production Process Flow



Source: Arthur Andersen, *Transforming Human Resources and Payroll Results of Analysis and Evaluation Phase*, April 1996

An RFP for a new Human Resources/Payroll/Financial Systems and Associated Services was drafted in September 1995. During the process of on-site review activities, the district was encouraged to move forward with this recommendation and on August 30, 1996, the RFP was released.

RECOMMENDATION 149:

The Office of Business and Fiscal Administration should ensure the expeditious implementation of a new payroll and human resource system.

IMPLEMENTATION STRATEGIES AND TIMELINES

<p>1. The assistant superintendent for Office of Business and Fiscal Administration prepares and distributes RFP for new payroll/HR system based on Arthur Andersen study.</p>	<p>Completed August 1996</p>
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2. Vendor selected based on RFP responses and interviews.	January 1997
3. Management and implementation plans initiated.	January 1997
4. Complete implementation.	April 1998

FISCAL IMPACT

Arthur Andersen Consulting estimates the cost of a new payroll system to be \$6 million and, according to HISD's own estimate, implementing the new system will save \$2.2 million per year by reducing the manual labor required to produce payroll checks and maintain the payroll system. Conservatively, 50 positions at an annual salary of \$44,000, including benefits, could be eliminated.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Implement new payroll/HR system	(\$6,000,000)	\$2,200,000	\$2,200,000	\$2,200,000	\$2,200,000

Chapter 7:

E. DISBURSEMENT MANAGEMENT

CURRENT SITUATION

HISD's budget for fiscal 1995-96 was more than \$1.2 billion. The disbursement of funds is one of the major functions of the Office of Fiscal and Business Administration. The administration of the district has acknowledged that there are significant weaknesses in its payroll and human resources departments. The district is striving to improve these processes by engaging Arthur Andersen to study the processes and make recommendations to increase the quality and effectiveness of the departments.

The department disbursing the largest amount of the district's funds is the Payroll Department. Most other expenditures are paid by the Accounts Payable Department. The Accounts Payable Department is responsible for:

- Purchase order payments;
- Direct pay payments:
 - In-district travel,
 - Out-of-district travel,
 - Teacher's supply reimbursement,
 - Consultants,
 - Professional services and other contracts, and
 - Utilities; and
- Supplemental operating checks.

For example, schools often hire consultants for staff development. Consultants also are hired by the administration for various purposes. In fiscal 1995, 650 consultant contracts were issued. Professional service contracts include contracts for specialized training to students, after-school programs, technology, legal, and auditing. Five hundred professional service contracts were processed during the 1995 school year.

The district uses several different types of purchase orders for the goods and services it buys. **Exhibit 7-34** lists the types of purchase orders used in the district.

Exhibit 7-34

Types of HISD Purchase Orders

Purchase Order Type	Purpose
A, B	Used for most purchases
F	Used for federally funded purchases
H	Used for food purchases for inservices, meetings, etc.
K	Used for food service purchases
M	Used for purchases less than \$500
R	Used for maintenance purchases
S	Used for purchases less than \$1,000
W	Used for warehouse purchases

Source: HISD Financial Procedures Manual

HISD's purchasing policy requires that all purchases be processed through the Purchasing Department. The *Finance Procedures Manual* provides exceptions that allow for direct payment of certain expenses. **Exhibit 7-35** illustrates the number and kind of payments the department makes annually.

**Exhibit 7-35
Number of Checks by Type**

Type of Payment	Number of Checks (Annual average)
In-district Travel	6,500
Teacher Supply Reimbursement	15,000
Utilities	35,000
Out-of-district Travel	7,300
Sports Officials	5,500
Other*	8,500
*Other includes medical exams, tuition reimbursement, membership fees, registration fees, vocational education food purchases, subscriptions, repairs, postage stamps.	

Source: HISD Purchasing Through Payables

The accounts payable department works with a wide variety of payment instruments but does not track the efficiency or effectiveness of these instruments.

FINDING

The Accounts Payable Department does not track late or overdue payments. Payments to vendors are made as soon as all necessary documents are received and verified.

Exhibit 7-36 shows the results of a random sample of 12,332 M-orders (orders for goods or services less than \$1,000) and the dates on which they were paid versus the date on which they were processed by the Purchasing Department.

**Exhibit 7-36
M-Order Payment Timing
July 1996**

Days After Processing by Purchasing Department	Number of M-Orders	Percent of Total Sample
0 to 30	9,573	77.7%
31 to 60	2,174	17.6%
61 to 90	359	2.9%
Over 90	226	1.8%
Total	12,332	100%

Source: Office of Financial and Business Administration

While almost 78 percent of vendors have been paid within 30 days, 22 percent have not been paid within the contracted time. Reasons cited for delays included failure of the schools to return receiving receipts, incorrect information on packing slips, incorrect amounts, and incorrect quantity units. Accounts payable staff must then work with the vendors and the schools to rectify the problems.

HISD states that its payment policy is to pay in full within 30 days. However, vendors will sometimes put different terms on their invoices, such as requiring payment within 10 days. HISD staff said that vendors will occasionally demand payment based on the terms stated on their invoice regardless of the HISD purchase order terms.

RECOMMENDATION 147:

The Director of the Accounts Payable Department should strictly enforce HISD policy when paying vendors.

Balance the benefit of early payment discounts with the opportunity to earn interest by not paying vendors until contracted to do so. Make payments on time as an incentive to receive additional discounts from vendors.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The director of Accounts Payable directs staff to enforce HISD's policy of paying in full in 30 days.	January 1997
2. The director of Accounts Payable develops reports that track payments.	February 1997
3. All staff use reports to manage staff operations.	Ongoing

FISCAL IMPACT

There is no fiscal impact from this recommendation.

FINDING

Accounts payable clerks spend a significant amount of time answering questions from vendors and district personnel. Vendors call to check on the status of an invoice if it has not been paid. The clerk will then have to take the invoice number from the caller, enter it into the terminal, examine the account on the computer screen, and give an answer to the caller. The clerk may also need to check with schools or other departments involved in the transaction to determine the account's status. Based on interviews with HISD staff, the clerks spend about 40 percent of their time answering questions on the phone. The majority of these phone queries are to check invoice status or fund balances.

RECOMMENDATION 148:

Install an interactive voice response telephone system with an automatic call distributor that is linked to the financial system in the Accounts Payable Department to answer common and repetitive phone queries.

A large percent of the calls are vendors asking for the status of an invoice or an account balance. This is information that can be accessed through a computer-telephone interface. An automatic call destination can handle these calls and the clerks will save about 40 percent of the clerks' time during the day.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Director of Accounts Payable presents recommendation to the board for consideration.	January 1997
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2. The Purchasing and Accounts Payable Department work together to develop a request for proposal.	March 1997
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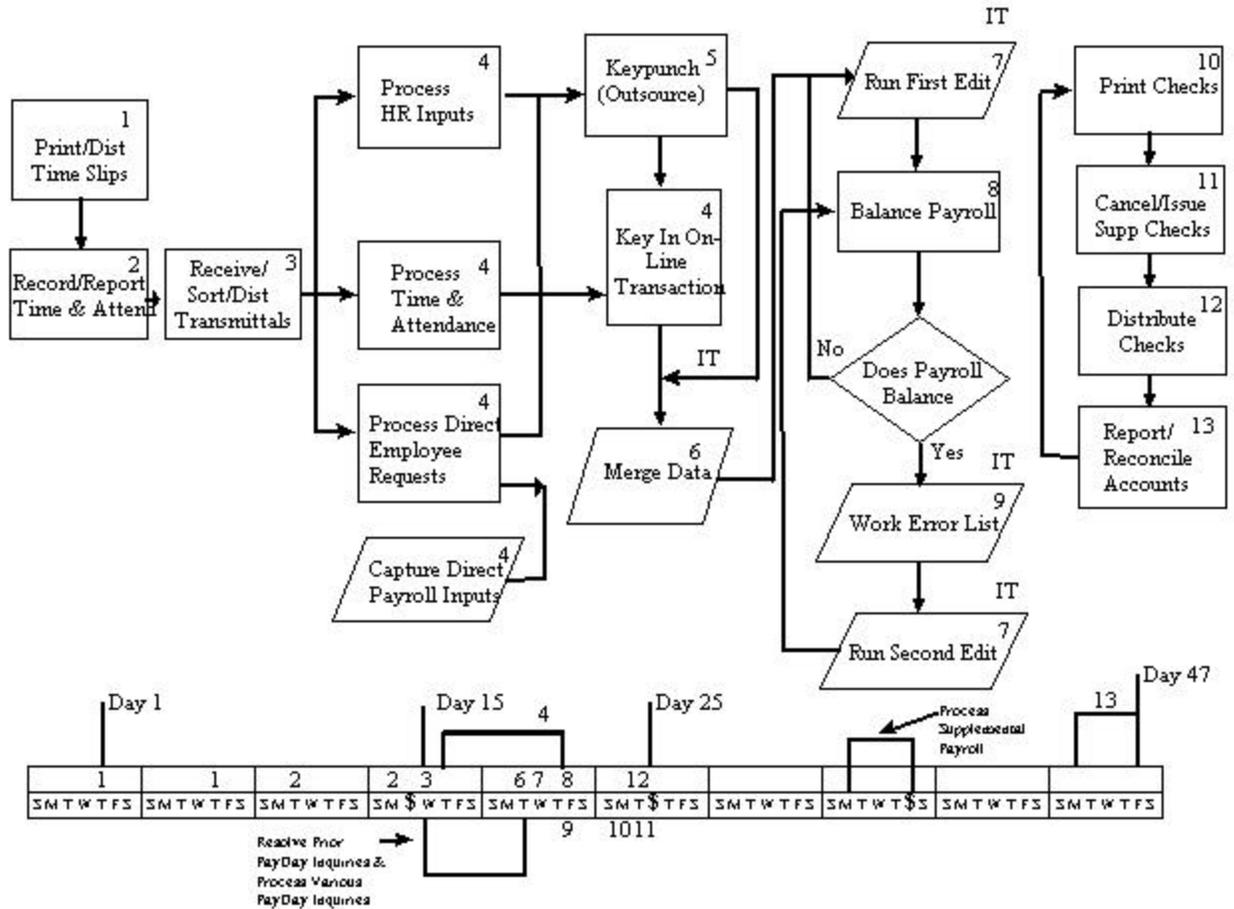
FISCAL IMPACT

Fiscal Impact	1996-97	1997-98	1998-99	1999-2000	2000-01
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Computer Telephone Integration (CTI)	(\$300,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)
Net Impact	(\$300,000)	\$299,000	\$299,000	\$299,000	\$299,000

FINDING

The HISD payroll system is over 20 years old and does not support HISD's needs. A study by Arthur Andersen consulting found that the payroll process has a 5.8-percent error rate in processing checks compared to a best practices company which averages a 0.6 percent error rate. Some of this gap is due to the excessive manual effort required to produce the payroll as illustrated in **Exhibit 7-37**. However, teachers, principals, and administrative staff who were asked about payroll said that they received their checks on time, and that was their primary concern. The Payroll Department receives many calls about supplemental checks (checks in addition to regular payroll checks) due to the lack of information that is on the check stubs.

Exhibit 7-37 **Payroll Production Process Flow**



Source: Arthur Andersen, *Transforming Human Resources and Payroll Results of Analysis and Evaluation Phase*, April 1996

An RFP for a new Human Resources/Payroll/Financial Systems and Associated Services was drafted in September 1995. During the process of on-site review activities, the district was encouraged to move forward with this recommendation and on August 30, 1996, the RFP was released.

RECOMMENDATION 149:

The Office of Business and Fiscal Administration should ensure the expeditious implementation of a new payroll and human resource system.

IMPLEMENTATION STRATEGIES AND TIMELINES

<p>1. The assistant superintendent for Office of Business and Fiscal Administration prepares and distributes RFP for new payroll/HR system based on Arthur Andersen study.</p>	<p>Completed August 1996</p>
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2. Vendor selected based on RFP responses and interviews.	January 1997
3. Management and implementation plans initiated.	January 1997
4. Complete implementation.	April 1998

FISCAL IMPACT

Arthur Andersen Consulting estimates the cost of a new payroll system to be \$6 million and, according to HISD's own estimate, implementing the new system will save \$2.2 million per year by reducing the manual labor required to produce payroll checks and maintain the payroll system. Conservatively, 50 positions at an annual salary of \$44,000, including benefits, could be eliminated.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Implement new payroll/HR system	(\$6,000,000)	\$2,200,000	\$2,200,000	\$2,200,000	\$2,200,000

Chapter 8:

Purchasing and Warehouse Services

This chapter reviews the functions and activities of the Houston Independent School District (HISD) Purchasing and Warehousing Services:

- A. Purchasing
- B. Warehousing

HISD's purchasing and warehouse operations were found to be operating in a paper- and labor-intensive environment that impedes the timely processing and receiving of goods and services. Despite this, the formal bid process and the Texas Department of Information Resources (DIR) catalog purchasing arrangement are being used effectively to obtain the best price for the goods and services purchased by the district.

HISD's warehouse operation could reduce inventories, staffing, and space needs by systematically evaluating inventory and using better management techniques.

A. PURCHASING

CURRENT SITUATION

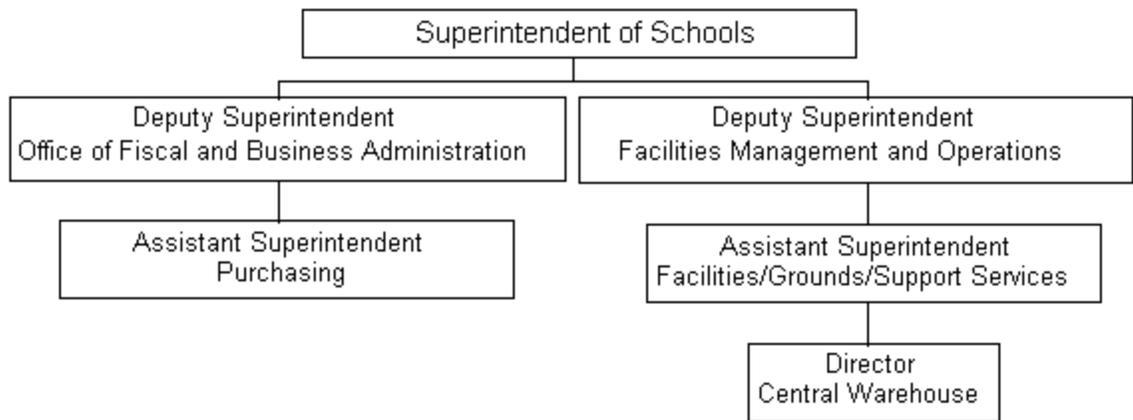
HISD's Purchasing Department (Purchasing) purchases most of the goods and services that the district uses. Items not purchased by the department include consulting services, other professional services, insurance, and some routine, small dollar purchases made by a school. Purchasing has 34 full-time staff and manages \$123 million of annual buying activity. As required by district policy and state law, the department manages a bid process for purchases in excess of \$10,000. Purchasing also places orders on behalf of schools based on written requisitions from a school's principal. Finally, the department supports a process that enables principals to buy routine supplies that cost less than \$500 directly from vendors without submitting a requisition to central purchasing.

In 1994-95, HISD placed more than 71,000 orders for supplies and services. Formal bids were placed for more than 1,300 orders valued at over \$10,000. Approximately 27,000 orders were placed for goods or services valued between \$500 and \$10,000. Orders valued at less than \$500 were placed either directly by a school or through the central purchasing group.

As illustrated in **Exhibit 8-1**, the assistant superintendent of Purchasing reports directly to the deputy superintendent of Fiscal and Business Administration. The primary responsibility of the assistant superintendent of Purchasing is to ensure that HISD purchases goods and services within guidelines. The assistant superintendent of Purchasing must see that the district pays the lowest possible price for goods and services without sacrificing quality.

Exhibit 8-1

Organization Chart for HISD Purchasing and Central Warehouse



Source: HISD Organizational Chart

FINDING

The policies and procedures that support the formal bid process for purchasing items in excess of \$10,000 appear to be fair and inclusive. As illustrated in **Exhibit 8-2**, HISD advertises all bids over \$10,000, conducts a pre-bid conference where bid specifications are finalized, receives secured bids at the Board Services Office for a period of 10 to 14 days, and then opens all bids at a public conference. All bids are open for inspection by each vendor. At the conclusion of the conference, Purchasing evaluates the bids for price and specification requirements, and awards the contract. Purchase orders are issued for all contracts below \$35,000. Board approval is required prior to issuance of all purchase orders above \$35,000.

Exhibit 8-2

Process Map for Purchasing Formal Bid Process (Over \$10,000)

Source: HISD Purchasing Department

COMMENDATION

The HISD Purchasing Department is commended for its formal bid process.

HISD's formal bid process appears to be an equitable mechanism for obtaining bids from suppliers. The process has adequate checks and balances to give HISD the ability to identify and select the low-cost supplier for each bid.

The bid process, like the rest of HISD purchase order processes, is manual- and paper-intensive and would be easier to administer if supported with better technology.

FINDING

Purchasing formed the Furniture Review Committee in 1986 in response to customer complaints that their input was not used in selecting furniture, that the quality of furniture purchased by HISD was poor, and that too much emphasis was placed on price. The committee is made up of customers from various schools and departments, as well as representatives from Purchasing and Warehousing. The committee meets regularly to discuss the quality of furniture in use and the projections for future furniture needs. Committee members also attend an annual furniture presentation meeting held at the HISD central warehouse, where prospective vendors present their products.

COMMENDATION

HISD is commended for creating and using the Furniture Review Committee.

The Furniture Review Committee is an effective method of getting customer (school) input into the choice of vendors and provides a mechanism for users to comment on vendor quality. This "commodity team" approach is a proven practice used successfully by many corporations and not-for-profit entities.

FINDING

HISD purchases over 90 percent of its computer equipment through the Texas Department of Information Resources (DIR). DIR oversees a

cooperative contracts program that leverages the state's buying power to execute volume purchase agreements with qualified information systems vendors. These agreements allow state agencies and other political subdivisions to obtain even the smallest purchases of computer hardware, software, or related technology at greatly reduced prices. Based on HISD Purchasing research, the district receives the most competitive pricing and service agreements through participation in this cooperative. DIR estimates that HISD has saved over \$2.2 million in hardware and software purchases since it joined the cooperative in September 1994.

As the largest volume buyer of computers in the cooperative, HISD has allowed DIR to fully leverage its buying power (reduced prices) and pass those savings along to all the other Texas school districts involved in the cooperative. Because of the significant volume of purchases, DIR designated an HISD service employee to facilitate HISD's computer buying and receiving.

COMMENDATION

The HISD Purchasing Department is commended for its participation in the Texas Department of Information Resources purchasing cooperative.

As mentioned above, participation in DIR has saved the district more than \$2.2 million since it joined the cooperative. However, HISD continues to purchase computer equipment from sources other than DIR when better prices are available.

FINDING

Inadequate technology hinders HISD from processing requisitions efficiently. The current process is routinely delayed while paper orders are manually routed by internal mail around the district. Information is typed and retyped, and paper orders are mailed or faxed to vendors. Based on interviews with the director and staff of Purchasing, it takes five to eight days to process requisitions of less than \$1,000, and eight to 10 days to process requisitions between \$1,000 and \$10,000.

**Exhibit 8-3
Purchasing Department Average Number of Business Days
to Process a Purchase Order**

Purchase Order Amount	Houston ISD	Dallas ISD	El Paso ISD	Austin ISD

\$ 0-1,000	5-8	5-6	1	1-2
\$1,000-10,000	8-10	5-8	1-3	2-3

Source: HISD Purchasing and C&L Research

These figures are for Purchasing processing time only. They do not include school or department processing time for researching vendors, filling out forms, mailing requisitions to Purchasing, or vendor delivery and receiving time. If the requisition is incorrect, due to budget and fund availability issues, Purchasing mails the requisition back to the end user for correction. This delay can add an additional one to three weeks to the ordering process.

HISD's process time is significantly greater than some corporations and universities that have used technology to shrink their order time to several hours. Corporations such as Ford Motor Co., Walmart, and Intel, and universities like Harvard and Carnegie Mellon University have processes that support the direct placement of orders to vendors in a matter of hours. It should also be noted that since the five-to-eight-day time estimate does not include time spent processing the order at a school or in a department, it could take several weeks to a month to receive some orders.

Exhibit 8-4

Process Map for Purchases Above \$1,000 and Below \$10,000

Source: HISD Purchasing Dept.

RECOMMENDATION 150:

Implement an automated order process for all orders placed through central Purchasing.

To eliminate the potentially lengthy delays and wasted administrative effort that occur while paper purchase orders are hand-delivered around the district, and to speed up routine steps in the purchase process, the district should install an automated purchasing system. The new system should electronically link individual schools to Purchasing. The new system should be linked to the district's financial system to automatically verify that the school has sufficient money in its budget to pay for a purchase. With the new system, Purchasing should experience a reduction in cycle time. Most modern purchasing systems include features such as electronic document routing, electronic approvals, and on-line fund checking. These features should be included in HISD's new system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The purchasing director defines functional requirements for the purchasing system.	January 1997
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2. The purchasing director reviews available software packages in conjunction with HISD financial systems replacement.	February 1997
3. The assistant superintendent for Finance approves selection of vendor package and implementation plan.	May 1997
4. The Purchasing director establishes an implementation team and schedules installation of the new purchasing system.	June 1997

FISCAL IMPACT

This recommendation can be implemented as a part of the new financial system package already budgeted for by the district.

FINDING

HISD has a formal bid process in place for all items purchased in excess of \$10,000 (**Exhibit 8-2**). Texas law requires individual school districts to conduct formal bidding on items purchased in excess of \$25,000. For items over \$10,000, Texas law only requires that Purchasing obtain written quotes from at least three vendors. The written quotation process for items that do not historically exceed \$25,000 annually would be less time-consuming than the formal bid process and would save HISD processing time.

As **Exhibit 8-5** demonstrates, the majority of the district's funds are spent on orders of \$10,000 or more. It is for these orders that the district benefits most from obtaining competitive bids to ensure that it pays the lowest possible price. In 1994-95, the district processed 889 orders of between \$10,000 and \$25,000 for a total expenditure of about \$13.6 million. For orders valued more than \$25,000, however, the district spent \$44 million. The district should pay close attention to orders over \$25,000.

**Exhibit 8-5
HISD Purchases**

Total Order Volume by Dollar Range

Size of Order	Total Expenditures
\$ 0-1,000	\$22,900,000
\$ 1,000-10,000	\$41,500,000
\$10,000-25,000	\$13,600,000
\$25,000-35,000	\$ 4,272,643

\$35,000+

\$40,600,000

Source: HISD Purchasing Department

RECOMMENDATION 151:

Change the current policy of obtaining formal bid on purchases in excess of \$10,000, to the state-required level of \$25,000.

To address the need for continued monitoring of purchases below this threshold, HISD should obtain written quotes for purchases over \$10,000 that do not historically exceed the \$25,000 level.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Purchasing director submits a proposal to the assistant superintendent for Finance requesting a revision to the \$10,000 formal bid requirement.	January 1997
2. The assistant superintendent for Finance approves proposal.	January 1997
3. HISD submits the proposal for board approval.	February 1997
4. After the proposal is approved, the Purchasing director communicates the change to the HISD community and all suppliers.	March 1997

FISCAL IMPACT

Two Purchasing employees dedicate 90 percent of their time to managing the formal bid process. These staff spend the majority of their time processing the paperwork and managing the scheduling associated with bids. Raising the limit to \$25,000 would reduce the number of formal bids by 889 and allow the district to eliminate one of these positions at an average salary plus benefits of \$25,500.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Raise bid requirements	\$25,500	\$25,500	\$25,500	\$25,500	\$25,500

FINDING

The responsibility for purchasing specialized services such as insurance, architectural design, and construction resides outside the HISD Purchasing Department. As allowed by Senate Bill 1, the district actively bids most of these contracts and occasionally uses a request for proposal (RFP). Using either method, the district appears to have the appropriate accounting

procedures and approvals in place to get competitive pricing. However, because Purchasing is not involved in these specialized services, the process for acquiring these services, while within the letter of the law, is inconsistent, does not include a formal role for purchasing (and hence does not leverage their expertise in negotiation), and could negatively affect the district in the future.

RECOMMENDATION 152:

Include the Purchasing Department in the purchase of all services that cost more than \$25,000.

The role of Purchasing representatives in these transactions would be to provide expertise in contract and bid negotiation and RFP creation and distribution. Purchasing also would handle all process-related documentation, manage the bid process (bid dates and meetings), and serve as the contact for all interested vendors. In addition, Purchasing could follow up to see if customers were satisfied with the products and/or services the district purchased. This feedback loop is important and will help HISD evaluate customer satisfaction. Purchasing's involvement in these areas will lend consistency to the process and allow the experts to focus on the district's specific needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Purchasing prioritizes commodity areas by dollar volume.	January 1997
2. The director of Purchasing identifies major customers and users by commodity.	February 1997
3. As needed, the assistant superintendent for Finance recruits team members and appoint a leader.	March 1997
4. When specific contracts come up for bid, the director of Purchasing forms teams and establishes as a calendar for meetings and a list of negotiation goals.	April 1997
5. Negotiation teams collect user requirements, revise current specifications, review vendor offerings, and select vendors through HISD's formal bid process.	December 1997

FISCAL IMPACT

This recommendation can be implemented by the district at no additional cost. Current purchasing resources could be used.

FINDING

HISD processes a significant number of small-dollar purchase orders. As illustrated in **Exhibit 8-6**, 77 percent of all purchase orders processed by HISD are for purchases under \$1,000. However, the sum of these purchase orders represents only 19 percent of total purchasing volume.

Exhibit 8-6
HISD Purchase Order Number
and Dollar Volume
1994-95

Dollar Range	Number of PO's	PO's as a Percentage of Total PO's	Dollar Volume of PO's	Dollar Volume as a Percentage of Total Dollar Volume
\$0-500	41,500	58%	\$12,901,918	11%
\$501-1,000	13,881	19%	\$10,092,475	8%
Subtotal		77%		19%
\$1,001-10,000	14,738	21%	\$41,586,075	33%
\$10,001-25,000	889	1%	\$13,593,944	11%
\$25,001-35,000	184	.4 %	\$4,272,643	4%
\$35,001+	286	.6%	\$40,618,050	33%
Total	71,478		\$123,065,107	

Source: HISD Purchasing Dept.

HISD currently supports multiple processes for small-dollar purchases (**Exhibit 8-7**). To purchase items under \$500, customers can use either M-orders, purchasing vouchers issued in blocks of 20 to principals by Purchasing and used by individual schools to purchase small-dollar items from local vendors, or supplemental checks, which are actual checks issued to principals in blocks of 20 by Accounts Payable and used by individual schools for small-dollar purchases. In 1994-95, HISD issued 14,477 M-orders totaling \$2.8 million and 7,759 supplemental checks totaling \$1.2 million. The existence of two separate processes supporting low-dollar purchases is inefficient and confusing to principals and administrative assistants. This confusion is also delaying the process of confirming receipt of goods for M-orders, which in turn delays payment to vendors. These delays ultimately increase the cost of goods and services to the district through higher prices.

Exhibit 8-7

HISD Processes for Small-Dollar Purchases

Source: HISD Purchasing Dept.

RECOMMENDATION 153:

Implement the use of procurement cards for purchases under \$1,000.

Procurement cards are credit cards issued by the district to employees. The district can set spending limits for each card at issuance and place restrictions on the types of purchases made. Procurement card expenditures would be paid monthly to the issuing bank in the form of one lump-sum payment. Card holder payments can be reviewed daily, weekly, or monthly by both the cardholder and Accounts Payable staff. Using procurement cards will significantly reduce the number of purchase orders and payments processed annually. Carnegie Mellon University, the University of Oklahoma, and the University of Iowa are using purchasing cards and have realized savings by reducing the number of purchase orders and payments, and have obtained lower prices from their suppliers due to faster payment.

As part of the purchasing card implementation, HISD should raise its limit on small-dollar orders for which the card would be used to \$1,000. This would allow individual schools to place an additional 19 percent of their orders directly with vendors, improving both the speed and efficiency of order and payment processes. HISD should encourage schools to use the card with vendors who have negotiated contracts with the district to maintain price controls.

To implement a procurement card program, HISD should contract with a procurement card company to provide the cards. Through effective negotiation, the card and service fees can be negotiated out (no cost to the district) of the agreement. (HISD will need to invest in a reallocation system to support the review of procurement cards transactions. The allocation system will tie the existing chart of accounts to individual procurement cards and allow for the assignment of multiple accounts to one single card holder.) In addition, HISD should assign three of their Purchasing or Accounts Payable staff to manage the program.

In addition, HISD should immediately discontinue the use of M-orders in favor of supplemental checks until a purchasing card program is established. The process supporting M-orders is 100 percent manual and causes significant problems with payments to vendors; end-users do not submit their receipt documentation in a timely fashion, causing payment delay. Supplemental checks require no Purchasing involvement and ensure timely payment to vendors because they are actual checks. Ultimately, procurement cards will provide the same payment efficiencies as

supplemental checks and give HISD greater control and tracking capability over its small dollar purchases.

IMPLEMENTATION STRATEGY AND TIMELINE

1. The director of Purchasing establishes a design team made up of members from Accounts Payable, Purchasing, Warehousing, Accounting, and customer departments.	January 1997
2. Design-team members conducts site visits with local companies (benchmarking).	February 1997
3. The design-team reviews card capabilities with major providers (Amex, Visa, MasterCard).	February 1997
4. The design-team gains the approval of the assistant superintendent for Finance to move forward with a request for proposal (RFP).	May 1997
5. The design team submits the RFP.	June 1997
6. The assistant superintendent for Finance approves the RFP.	June 1997
7. The design team establishes procedures and policies for the card.	July 1997
8. The design team identifies new positions to manage the card program.	August 1997
9. The design team should work with the director of Human Resources to fill positions.	September 1997
10. The procurement card manager conducts a needs assessment for card use.	October 1997
11. HISD pilots the program in several departments.	October 1997
12. HISD trains users on the proper use of the cards and then distributes them.	January 1998

FISCAL IMPACT

With the use of procurement cards with \$1,000 spending limits, the district could eliminate 58 percent of all centrally processed purchase orders and associated payments. The reduction in processing volume would allow HISD to reduce staffing levels in both Purchasing and Accounts Payable. A 77 percent reduction in purchase order volume would allow HISD to eliminate seven clerk positions. Because purchasing card orders could be placed directly by a school (like an M-order), it would not require central clerical staff to type, data input, sort, and file a paper requisition or purchase order. Similarly, because purchasing cards generate only one

invoice per month, it would also eliminate the need to data enter, check, and verify up to 50 percent of the current invoice volume.

Of the seven positions eliminated, three should be reassigned to manage the procurement card program, leaving a net reduction in staff of four positions. At an average salary plus benefits of \$22,800, the reduction of four clerical positions would result in savings of \$91,200 annually. A reallocation system is estimated to cost \$20,000.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Purchase Reallocation system	(\$20,000)	(\$0)	(\$0)	(\$0)	(\$0)
Implement procurement card program		\$91,200	\$91,200	\$91,200	\$91,200
Total	(\$20,000)	\$91,200	\$91,200	\$91,200	\$91,200

FINDING

Accounts Payable is often late in paying vendors because documents received are not submitted in a timely fashion. For example, HISD's payment to the Department of Information Resources (DIR) for its purchase of computers is often more than 60 days late. As of July 15, 1996, HISD had \$339,776 in over 60-day outstanding payments to DIR and at one point during the school year, that amount exceeded \$1 million.

Schools do not often send receipts (receiving documentation) to the Accounts Payable Department, resulting in delayed payments to vendors.

When goods are received at a school, the person receiving the goods must match the packing slip with their copy of the original purchase order. If everything is in order and the quantities and amounts are correct, the receiver sends its copy of the purchase order to Accounts Payable with the proper indication that the goods have been received satisfactorily. When Accounts Payable receives the purchase order, it is matched manually with the copy of the receiving order and invoice. The clerk also confirms that there are adequate funds in the indicated budget account. The funds were encumbered when the purchase order was completed. Again, funds must be available, and all documents must be in agreement. If so, a check is immediately sent to the vendor for the amount due.

If there is some disagreement, the school is contacted to determine where the problem is and what must be done to rectify the situation. For example, a school may have been quoted one price for a quantity of goods,

but the invoice lists a different price than was agreed upon. The clerks must work with the schools and the vendors to find a solution. This process can take considerable time and lead to long payment delays.

Another problem arises for the accounts payable clerk when the schools do not send their copy of the purchase order to confirm receipt of goods. The clerks in Accounts Payable must then call the schools and request the copy. Often, the schools fax the purchase order so Accounts Payable can pay the vendor. However, after sending the fax, the school will then send the original. This causes confusion, because the Accounts Payable clerk has a receipt, but no invoice against which to compare it.

This problem stems from the paper-based process and its inability to track documents, and the failure of school-based staff to submit the acknowledging receipt of goods on time (a training and/or competency issue). This is especially true for noninventory items purchased through Facilities Management and Operations and delivered directly to the worksite, and for items ordered by individual schools and delivered directly to the school site. Central departments spend considerable time fielding complaints from vendors about late payment and resolving payment issues. Late payment to vendors increases HISD's cost to acquire goods and services and negatively affects HISD's reputation in the local business community. To compensate for vendor terms and payment conditions, DIR acknowledges the need to raise their fees by 1 to 2 percent during historically slow-payment months.

RECOMMENDATION 154:

Use a two-way match (payment based on purchase order and invoice match) requirement for all purchases under \$1,000.

The primary risk of using a two-way match is that HISD may, in some cases, pay for items before receiving them.

A key feature of the new financial system should be an automatic, on-line matching system. The system would automatically match the count and dollar amount for all items received, even at remote locations. To ensure the system is used properly and that all receiving information is entered onto the new system in a timely fashion, HISD should provide and mandate training for all staff involved in the receipt of goods.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Purchasing and director of Accounts Payable propose a new matching policy.	January 1997
2. The assistant superintendent for Finance approves the	January 1997

recommendation.	
3. The director of Purchasing informs the community.	February 1997
4. HISD pilots a two-way match with one vendor.	February 1997
5. The accounts payable director retrains invoicing clerks.	March 1997

FISCAL IMPACT

This recommendation can be implemented within the framework of HISD's budgeted financial system and current training program. HISD will realize savings with a more efficient payment process. These savings will come in the form of lower prices (because there will be no slow payment penalties that are passed along by the vendor) and payment discounts for timely payment.

FINDING

Principals are required to approve all expenditures for their schools. Principals spend significant time approving small-dollar purchases.

RECOMMENDATION 155:

Allow individual principals to designate one or more school officials to have signature authority for all purchases below \$500.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Purchasing establishes policy supporting the raised standards.	January 1997
2. The assistant superintendent for Finance approves the policy.	January 1997
3. The director of Purchasing communicates the policy change to the community.	February 1997
4. The purchasing director documents who has delegated signature authority by account.	February 1997
5. HISD adopts the revised approval policy.	March 1997

FISCAL IMPACT

This recommendation can be implemented by the district at no additional cost.

FINDING

Purchasing is required to accept the lowest bid from vendors who meet bid specifications. While lowest price is important, other factors, such as adherence to bid specifications, product quality, and vendor service, should be considered when awarding bid contracts. According to feedback from school principals, with the exception of the Furniture Review Committee, Purchasing has no formal process to collect this information and no formal process that would allow the district to systematically exclude vendors who do not meet district expectations.

RECOMMENDATION 156:

Include product quality and vendor service as criteria when evaluating and awarding bid contracts.

To achieve this goal, HISD must take three important steps. First, Purchasing must enact a formal process to collect customer feedback. HISD should consider using a computer "customer" bulletin board, customer surveys, or annual customer feedback open forums.

Second, Purchasing should form commodity teams to evaluate and document customer feedback related to product quality and vendor performance, and assist in writing specifications for bid contracts. Greater participation of school-based staff in the commodity selection process will encourage them to purchase items through the standard contracts.

Third, specifications should be rewritten to take product quality needs into account.

HISD should replicate the Furniture Review Committee model in other commodity areas. Based on commodity team recommendations, HISD should exclude vendors who do not meet product or service quality standards from bidding on future contracts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Purchasing prioritizes commodity areas by dollar volume.	January 1997
2. The director of Purchasing identifies major customers and users by commodity.	February 1997
3. The assistant superintendent for Finance recruits team members and appoints a leader.	April 1997

4. The director of Purchasing forms teams and establishes a calendar for meetings and a list of negotiation goals.	April 1997
5. The negotiation team collects user requirements, revises current specifications, reviews vendor offerings, and selects vendors through HISD's formal bid process.	December 1997

FISCAL IMPACT

The district can implement this recommendation at no additional cost. Improving product quality and vendor service for all bid items and including school-based staff on commodity teams would save the district money; customers would be more inclined to purchase items through annual bid contracts and not through their local, often more expensive, supplier.

FINDING

The level of staffing in Purchasing is high due to the inefficiency of the purchasing process. As a result of insufficient use of technology available in the marketplace and difficulties with small-dollar purchases, Purchasing is a transaction-based organization whose work processes are highly manual and paper-intensive. In comparison, Dallas Independent School District (DISD) purchases a similar amount of goods and services annually and employs similar technology. Based on the comparison of these similar operations below (**Exhibit 8-8**), staffing levels in HISD Purchasing are higher by 13 FTEs.

**Exhibit 8-8
Purchase Order Totals and Purchasing Dollar Volume
1994-95**

HISD			DISD	
	# of Employees in Purchasing	\$ Amount of Purchase Orders	# of Employees in Purchasing	\$ Amount of Purchase Orders
	1 Asst Superintendent 2 Directors 2 Managers 7 Buyers 22 Clerical	\$123,747,393	1 Director 1 Manager 7 Buyers 12 Clerical	\$121,571,904
Total	34		21	

Source: HISD Purchasing Dept. and C&L Interview with DISD of Purchasing Dept.

RECOMMENDATION 157:

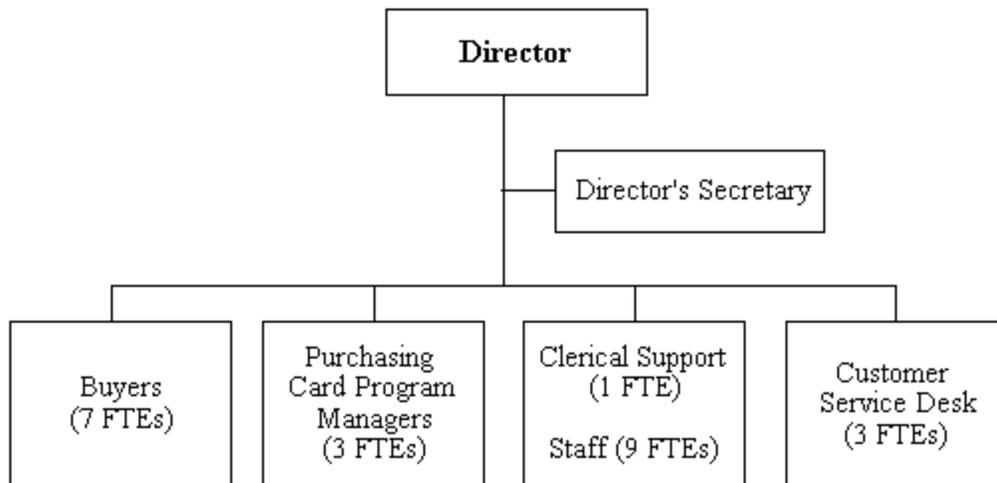
Reorganize and retrain Purchasing staff to manage the new purchasing process with reduced staffing levels.

Implementing a revised process to support purchases under \$1,000 would enable Purchasing to reduce its staffing by four FTEs. In addition, raising the bid requirement would allow the district to eliminate one FTE (totaling five FTEs). This redeployment of staff would be possible even before implementing an automated purchasing system.

As more orders are placed directly by the schools with fewer orders requiring formal bids, Purchasing also can reduce the number of managers it employs. Existing buyers in the department can take on additional responsibility for vendor negotiation and management and customer service while placing fewer orders. The role of the buyers can be expanded to include some of the tasks presently performed by directors. HISD should eliminate one manager position and both director positions and reclassify the assistant superintendent position to a director. These changes should be implemented as soon as the new purchasing system is implemented.

The organization chart in **Exhibit 8-9** proposes a new structure for the department after the implementation of new systems and the development of a purchasing credit card program. The chart illustrates a net reduction in staff of eight FTEs. The financial savings associated with these changes have already been accounted for in prior recommendations.

**Exhibit 8-9
Proposed HISD Purchasing Department Organization**



IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Purchasing revises the small-dollar order process and implements a new system.	June 1997
2. HISD implements new financial system.	September 1997
3. The director of Purchasing identifies training needs.	October 1997
4. The director of Purchasing confirms eliminated positions.	November 1997
5. The director of Purchasing, along with the director of Human Resources, assistant superintendent for Finance, superintendent, board, and union, designs a redeployment or severance strategy.	January 1998
6. The director of Purchasing notifies affected employees.	January 1998
7. HISD completes redeployment or downsizing.	June 1998

FISCAL IMPACT

As noted earlier, the reduction of clerical positions was accounted for in previous recommendations. Eliminating one manager and two directors will result in net saving of \$175,000 based on their combined salaries plus benefits.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Reorganize Purchasing	0	\$175,000	\$175,000	\$175,000	\$175,000

FINDING

As a transaction-based organization, Purchasing has little time to provide customer service to its end-users and vendors. Presently, customer service in Purchasing is highly fragmented among staff members who are unable, due to the time required to manually process transactions, to spend time serving customers and vendors (**Exhibit 8-10**). The absence of a dedicated customer service staff causes confusion and frustration among end-users and vendors; they do not know where to turn when issues relating to their orders arise.

**Exhibit 8-10
Work Distribution Analysis for Purchasing**

	Total Number of Respondents	Total Number of Respondents to this Category	% of Office Staff who Responded to this Category	Total % of Office Time Spent in this Category

Requisition Trouble Shooting	32	18	56.3%	7.8%
Problem Resolution	32	22	68.8%	6.6%

Requisition trouble shooting is defined as working with schools, departments, budgeting, and accounting to correct requisitions with missing information or approvals, insufficient budgets, wrong accounts, or inadequate item descriptions. *Problem resolution* is defined as fielding inquiries from customers, vendors, and other administrative offices; researching open purchase orders and unpaid invoices; and resolving back-order issues.

RECOMMENDATION 158:

Create a customer service center or help desk in Purchasing to answer and resolve customer questions and problems.

Implementing the new financial system and reducing the number of small-dollar purchase orders processed should allow Purchasing more time to fill the current customer-service void. The district should install a new customer service phone system and train the staff. The district could use redeployed staff to manage the help desk.

In the long run, HISD should realize savings. A more customer-friendly process will encourage end users to purchase more of their items through Purchasing (items on annual bid contracts) and avoid purchasing the same items at a higher price through their local supplier. Faster resolution of payment problems also will help HISD avoid paying higher prices that are often passed along to the customer due to the district's slow-payment history.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Purchasing verifies the estimated cost of establishing a customer-service help desk.	January 1997
2. The director of Purchasing confirms staffing requirements.	February 1997
3. The assistant superintendent for Finance approves the help desk and staffing.	February 1997
4. The director of Purchasing recruits and/or retrain staff.	February 1997
5. The director of Purchasing acquires hardware and software.	April 1997

6. The director of Purchasing communicates information about the new service to the community.	April 1997
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FISCAL IMPACT

Installation of an automatic call distributor is estimated to cost \$50,000.
Staffing reassignment should be possible without hiring additional staff.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Create a Purchasing Customer Service Center	(\$50,000)	\$0	\$0	\$0	\$0

Chapter 8:

B. WAREHOUSING

CURRENT SITUATION

HISD's Central Warehouse function maintains a supply of some frequently purchased and some unique items used by district schools and Facilities Management Operations. Items are purchased from the warehouse by submitting an approved requisition. The department also serves as the district's receiving and distribution function for all centrally received purchases and delivers district mail.

The director of the Central Warehouse reports to the assistant superintendent of Facilities, Grounds, and Support Services, who in turn reports to the deputy superintendent of Facilities Management and Operations (**Exhibit 8-1**). The primary responsibility of the director of the Central Warehouse is to ensure that centrally delivered purchases are received and accounted for, that deliveries to schools, departments (including mail), and worksites are timely and safe (no damage to goods delivered), and that adequate inventory levels are maintained to meet the schools' and Facilities Management and Operations' needs.

FINDING

The Central Warehouse, which is comprised of one main warehouse area located at 228 McCarty and four small satellite warehouses (for auto parts) scattered throughout the district, processes approximately \$13 million worth of goods annually. The Warehouse maintains, on average, \$2.5 million of inventory throughout the course of the year, and turns over the inventory six times (volume processed/average inventory on hand throughout the fiscal year = average inventory turnover rate).

COMMENDATION

The Central Warehouse actively manages its inventory levels and adheres to industry guidelines that recommend six inventory turns per year.

FINDING

The Central Warehousing process is manual and paper-intensive. While the process has been improved (requisitions were previously sent to an outside agency for data processing adding additional steps and time to the process) the ordering, receiving, stocking, pulling, and delivery processes are still very controlled, contain numerous (and often repetitive) approval steps, and possess significant areas of rework. Based on the process maps created for the Central Warehouse (**Exhibit 8-11**), each requisition received is reviewed by Warehousing staff seven different times (for correctness) before the delivery of the requisitioned item.

Exhibit 8-11

Process Map for Central Warehouse

Source: HISD Central Warehouse

RECOMMENDATION 159:

Streamline Central Warehouse's requisition process by creating a single point of entry where all relevant data is simultaneously checked and then entered onto the Maintenance, Planning and Accountability System (MPAC).

After the data is entered, all relevant documents could be generated and distributed to the appropriate departments. A reduction in the number of checks, approvals, and data-entry points will reduce both processing and delivery time.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Warehousing identifies necessary data to be captured at single point.	January 1997
2. The assistant superintendent for Facilities Management and Operations approves the single point of entry model.	March 1997
3. The director of Warehousing documents the new process.	April 1997
4. The director of Warehousing identifies training needs.	May 1997
5. The director of Warehousing confirms non-value-added positions.	June 1997
6. The director of Warehousing works with the director of Human Resources, assistant superintendent for Facilities Management and Operations, superintendent, board, and union to design a redeployment or severance strategy.	October 1997
7. The impacted employees are notified by the district.	January 1998

8. The director of Warehousing completes the redeployment and downsizing.	June 1998
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FISCAL IMPACT

This recommendation can be implemented by the district at no additional cost. The reduction in the number of data-entry points may ultimately allow the district to reduce current support-staff levels.

FINDING

The receiving process in the Central Warehouse is manual and does not take advantage of technology available in the marketplace. An item delivered to central receiving passes through a duplicative seven-step process before its insertion into existing inventory or delivery to a school or Facilities Management and Operations site. These steps include: manually recording items received on packing slip or invoice; placing the item in a holding area; entering the accumulated receiving data into the MPAC system; generating a receiving report on MPAC; manually recording on the receiving report items placed into inventory or onto the appropriate delivery dock; checking the final results against the initial receiving report; and making any adjustments on MPAC. This process can take up to one full day.

For the past five years, annual inventory loss in the HISD Central Warehouse was less than one-half of one percent. This figure is well below the industry level of acceptable annual inventory loss, which is 2 percent of total inventory. However, based on figures provided by Internal Audit, in 1994-95, the Central Warehouse lost no inventory for the year. In fact, Internal Audit examined 30 percent of the inventory and determined that there was more inventory than was recorded in the receiving records, by 1.82 percent (\$28,000).

Annual inventory losses of under 2 percent are considered appropriate since there is a certain amount of breakage and loss that are unavoidable. However, a positive inventory adjustment is a strong indicator that inventories are not being accurately received and recorded.

RECOMMENDATION 160:

Install an electronic receiving system in the Central Warehouse (bar coding and scanning) that interfaces with the MPAC system.

The installation of an electronic receiving system in the Central Warehouse would reduce the number of receiving steps, reduce processing time, improve the accuracy of receiving and accounting records, improve turnaround time, and reduce the amount of paper used in the process. A bar coding and scanning system would enable the receiving department to scan received items, process that data directly to the receiving system, and deliver the items to inventory or to the loading area. The reduction in processing steps and time would allow the district to reduce supporting staffing levels (currently at five) in the central receiving area.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Warehousing identifies requirements for a bar coding system.	January 1997
2. The director of Warehousing establishes a bar coding team.	January 1997
3. Team members conduct site visits with local companies (benchmarking).	March 1997
4. The bar coding team reviews system capabilities with major providers.	April 1997
5. The bar coding team gains the approval of the assistant superintendent for Facilities Management and Operations to move forward with a request for proposal (RFP).	May 1997
6. The bar coding team and Purchasing staff create and submit the RFP.	June 1997
7. The assistant superintendent for Facilities Management and Operations approves the RFP.	June 1997
8. The bar coding system is installed.	December 1997

FISCAL IMPACT

HISD will incur an initial expense of approximately \$60,000 to install an electronic receiving system. However, in the long term, HISD will save money through the reduction of current receiving staff levels. HISD could reduce receiving staff levels by two, yielding an annual savings of approximately \$50,000, based on the average Central Warehouse salary plus benefits.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Install electronic receiving system	(\$60,000)	\$50,000	\$50,000	\$50,000	\$50,000

FINDING

The district does not appear to have an accurate system in place to assess annual textbook needs at individual schools. October PEIMS enrollment data, referred to as the October snapshot, is used to determine school textbook needs for the following school year. This snapshot does not take into account the movement of students to and from schools throughout the course of the year. The director of Textbooks issues a textbook-needs document to each school principal soon after the first of the year. Upon receipt of the textbook-needs document, the director of Textbooks reconciles the stated needs of the principal against the October snapshot and orders the books.

When a school determines that they are short of textbooks, the principals will either call the Textbook warehouse or other principals to locate excess books. Because HISD has no central database with up-to-date inventory and enrollment by school, schools are often left with overages or shortages of textbooks, and it is difficult to determine where surplus textbooks can be found. The effect on students can be significant. In at least one school visited by the review team, students were not allowed to take home textbooks unless their parents personally checked out the books.

RECOMMENDATION 161:

Improve the process supporting textbook ordering by identifying the latest possible date to assess projected school enrollments using the PEIMS data.

With more accurate PEIMS data in place, fewer discrepancies would exist in projected enrollment figures and reduce the possibility of the district ordering too many or too few textbooks.

Further, HISD should verify the textbook distribution to the schools by requesting that individual schools submit a report of any under- or over-allocation of books to the Textbooks office via E-mail. The director can then rapidly reallocate books among schools to cover any shortfalls.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Textbooks drafts policy changes and presents them to the assistant superintendent for Facilities Management Operations and the superintendent.	January 1997
2. The assistant superintendent for Facilities Management Operations approves the policy changes and gains superintendent approval.	February 1997

3. The director of Textbooks communicates the policy changes to HISD campuses and implements the changes.	March 1997
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FISCAL IMPACT

This recommendation can be implemented by the district at no additional cost.

FINDING

The Central Warehouse does not have a defined process in place for analyzing the cost and benefit of carrying items (school chairs, audio visual equipment) in inventory. In addition, no formal process exists to assess if an item should be repaired or replaced.

Currently, an item is placed into the warehouse inventory either if it is requested frequently by principals or if, in the judgment of the Warehouse director, it is an item that could be discontinued. While the present system does produce data on an individual stock item's rate of use, it does not appear that this data is used regularly to discontinue infrequently used items. Similarly, the review team did not observe any documentation of the carrying cost of putting an item in inventory to support the decision to place it in the stockroom, as opposed to disposing of an item that is no longer useful.

Similarly, HISD does not have a systematic way for evaluating the repair cost of an item versus its replacement cost. Therefore, HISD potentially is paying more to repair equipment, such as projectors and tape recorders, than they are worth.

RECOMMENDATION 162:

Perform a cost analysis for inventory items or items needing repair.

HISD should conduct annual reviews of current re-usable inventory to assess quality of items. Items identified for disposal should be removed from the HISD warehousing to maximize efficient use of space.

As the district improves the speed at which it processes purchase requests, it should find that it can rely more on just-in-time deliveries from vendors and less on warehouse inventory for supplies. HISD could then stock in inventory those items for which a low enough price could be obtained to offset the storage costs and the cost of district funds held up in inventory.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Central Warehousing determines minimum inventory criterion.	January 1997
2. The director of Central Warehousing identifies re-usable inventory items.	February 1997
3. The director of Warehousing gains the approval of the assistant superintendent for Facilities Management Operations to dispose of unusable or infrequently purchased inventory items.	March 1997
4. The director forms an inventory assessment team.	April 1997
5. Item inventory is assessed regularly before included in stock to determine carrying cost.	May 1997

FISCAL IMPACT

HISD could reduce inventory and hence reduce warehouse space requirements. HISD could sell unwanted inventory items.

FINDING

As illustrated in **Exhibit 8-12**, when compared with El Paso Independent School District (EPISD), which manages a similar warehouse operation (multiple locations, limited technology, manual processing, similar inventory, and volume) and processes a similar number of requisitions annually, HISD appears to have significantly higher staffing levels.

Exhibit 8-12
Central Warehouse Staffing Levels
1994-95

	EPISD	HISD
Annual Volume	\$12-15 million	\$13 million
Number of Annual Turns	6	6
Number of Requisitions Processed Annually	58,000	44,000
Staffing		
Director	1	1
Supervisor	4	12
Admin/Clerk	3	12
Warehousemen (full time)	13	28

Warenhouses (hourly)	0	3
Drivers**	11	16
Parts Technician* (full time)	0	11
Parts Technician* (hourly)	0	3
Total Staff	32	87
Requisition Per Staff Member	1,812	505
* EPISD's mechanics order their parts through the central warehouse. Parts technicians are responsible for parts ordering at HISD.		
** EPISD's internal mailing service is outsourced. EPISD delivers to 158 fewer locations than HISD.		

Source: C&L Interview with EPISD Director of Warehousing

HISD employs 11 full-time and three part-time parts technicians to oversee the ordering of parts. At HISD, mechanics tell the parts technicians what parts they need and the parts technicians then tell Purchasing (in the form of a requisition) what parts the mechanic needs. At EPISD, mechanics are responsible for sending requisitions for auto parts to purchasing. No intermediary is used. From a control perspective, EPISD has found no problems or abuse with its current ordering process.

HISD also employs 15 additional full-time warehouse staff, even though they process 14,000 fewer requisitions annually. Based on the review team's understanding of El Paso's warehouse operations and its similarities to HISD, it appears that El Paso ISD is getting significantly higher levels of productivity from its warehouse staff. HISD should attempt to reduce its staff by providing better training, taking advantage of any efficiencies available through changing the layout of the warehouse, and by requiring fewer reviews of an order before it is shipped.

RECOMMENDATION 163:

Reduce Central Warehouse staff.

Initially, HISD should eliminate the parts technician positions. When staff reductions in the parts technician area are complete, HISD should reduce the number of warehouse staff it employs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Central Warehousing proposes a new policy and procedure for maintaining parts inventory.	January 1997
2. HISD notifies affected employees.	March 1997

3. The director of Central Warehousing reassigns the parts technician responsibilities to the mechanics.	June 1997
4. Parts technicians are redeployed to other positions or eliminated through attrition.	June 1997
5. The director of Central Warehousing assesses the training needs of warehouse staff and proposes a training program to increase productivity.	June 1997

FISCAL IMPACT

Eliminating 11 full-time and three part-time parts technicians will result in savings of \$220,000 annually based on their current combined salaries plus benefits.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Reduce Central Warehouse staff	\$220,000	\$220,000	\$220,000	\$220,000	\$220,000

FINDING

Internal Audit performs an annual physical inventory count for 30 percent of the items in the Central Warehouse. Most peer districts survey 100 percent of warehouse inventory annually, using two teams to record and reconcile any discrepancies. All peer districts surveyed showed a negative inventory loss between 0.5 and 1.5 percent in 1994-95. HISD's positive inventory adjustment of 1.82 percent should have triggered additional investigation, and is an indicator of control problems that require additional monitoring.

RECOMMENDATION 164:

Expand the percentage of physical inventory Internal Audit reviews annually from 30 percent to a minimum of 50 percent. Expansion will allow for a more accurate assessment of inventory.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. HISD revises current audit policies.	January 1997
2. HISD assesses current staffing needs to see if increased audit scope would require additional staffing.	February 1997

3. HISD implements the new audit program.

March 1997

FISCAL IMPACT

HISD should commit additional resources to meet the expanded audit needs of the Central Warehouse. Current staffing levels in Internal Audit are adequate to meet the increased time commitment.

Chapter 9: Information Services

This section of the report reviews the information technology and computer systems in the Houston Independent School District (HISD) and contains five major subsections:

Chapter Contents:

- Introduction
 - A. Organization
 - B. Technology Infrastructure
 - C. Instructional Technology
 - D. Educational Administration Technology
 - E. Operations Technology
-

INTRODUCTION

HISD is implementing an aggressive technology infrastructure plan. Several top-level people have been brought in to support the implementation process. This plan includes installing a Wide-Area Network (WAN), implementing a districtwide student information system, installing networks at all campuses, upgrading technical assistance services, and increasing operational, administrative, and educational technology. The plan is still in its early stages, but significant progress has been made. The WAN is in place and SASI has been in place for one year. More users are accessing the network and using the available tools such as E-mail. Significant automation has been added to the help desk, and the district continues to offer a wide variety of computer classes for district personnel.

Management Information Systems & Information Technology Overview

HISD is undergoing a major transformation in the use of technology and information systems. In 1993, the board adopted "A Declaration of Beliefs and Visions for the Use of Technology," with the following goals:

- Enhance student performance;

- Ensure effective use of HISD resources;
- Ensure availability of information;
- Provide direction and focus for technology;
- Provide timely and accurate information about students; and
- Provide quality support services and meet state mandates.

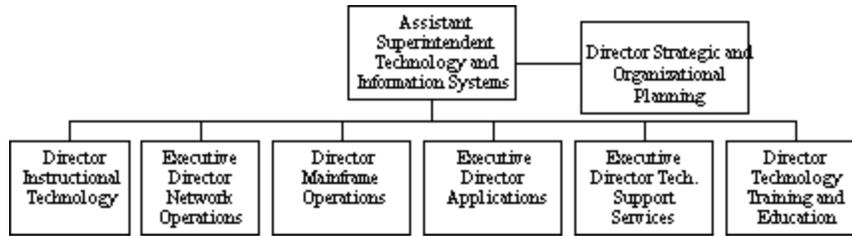
In May of 1994, the board contracted with MACRO Educational Systems to prepare a strategic plan for the design of the district's technology infrastructure. The contract's primary objectives were to:

- Review current administrative and instructional technology directions;
- Provide recommendations for a long-term technology infrastructure;
- Develop a strategic plan for technology infrastructure improvement;
- Review technology organization and support services and recommend changes in the management of these services; and
- Develop recommendations to implement a comprehensive, strategic technology infrastructure.

As a result of the study, MACRO developed a Three Year Technology Infrastructure plan. The primary project in the first year of the plan was to install a Wide Area Network (WAN) throughout the district. In 1995, IBM was hired as the systems integrator to assist with the installation of the infrastructure and supporting equipment. IBM provided additional detail on the physical design and operation of the WAN. The document produced by IBM with the additional detail is now the guidebook of the technology infrastructure installation plan. As of May 1996, the HISD Networking Department and IBM have installed the WAN. The first major application to be installed on the WAN was the School Administration Student Information (SASI) software package. Many other tools also are available as a result of the WAN implementation, and several other projects are also outlined by the MACRO document on a high level.

To achieve the goals of both the MACRO and IBM documents, key personnel were brought into the district. The new assistant superintendent for Technology and Information Services, hired about two years ago, brings solid experience in building and maintaining large technology infrastructures in an educational environment. Also, several new department leaders were hired to complete the current Technology and Information Systems (IT) organization. **Exhibit 9-1** is the high-level organization chart of the IT Department.

Exhibit 9-1
Department of Technology and Information Services Organization
Chart



Source: Technology Department

In addition to the Department of Technology and Information Services, there are other information technology departments in the district. The Facilities Maintenance Organization (FMO) has its own Data Services Department. The Research Department has several programmers. The Food Service Department also has implemented its own system in each of the district's schools. Student data management is performed by the Data Management Department. In addition, several departments have their own small local area networks.

This diversity has led to a wide variety of computer platforms, languages, and vendors in HISD. As shown in **Exhibit 9-2**, COBOL and AccessPlus are the predominant programming languages.

Exhibit 9-2
HISD System Application Statistics

Area	Type	Number of Applications	Percent of Total
Languages (Some applications use more than one language)	COBOL	43	61%
	AccessPlus	18	25%
	Basic	2	3%
	C++	1	1%
	C	1	1%
	I.E.	2	3%
	Assembler	1	1%
	MS Access	1	1%
	Paradox	2	3%
Platforms	IBM 4381	42	69%
	IBM PC	7	11%
	AS400	2	20%
Vendors	In-house developed	39	71%

	TSW	1	2%
	MACRO/Region IV	5	9%
	Snap	1	2%
	Dun & Bradstreet	5	9%
	Other	4	7%

Source: IT Department - HISD System Applications Document

Of the 55 applications analyzed in **Exhibit 9-2**, 33 were developed in the mid-80s or earlier. The earliest listed application is the Grocery Orders System developed in 1978. There has been a strong emphasis on in-house development of applications with 71 percent of all applications developed in-house.

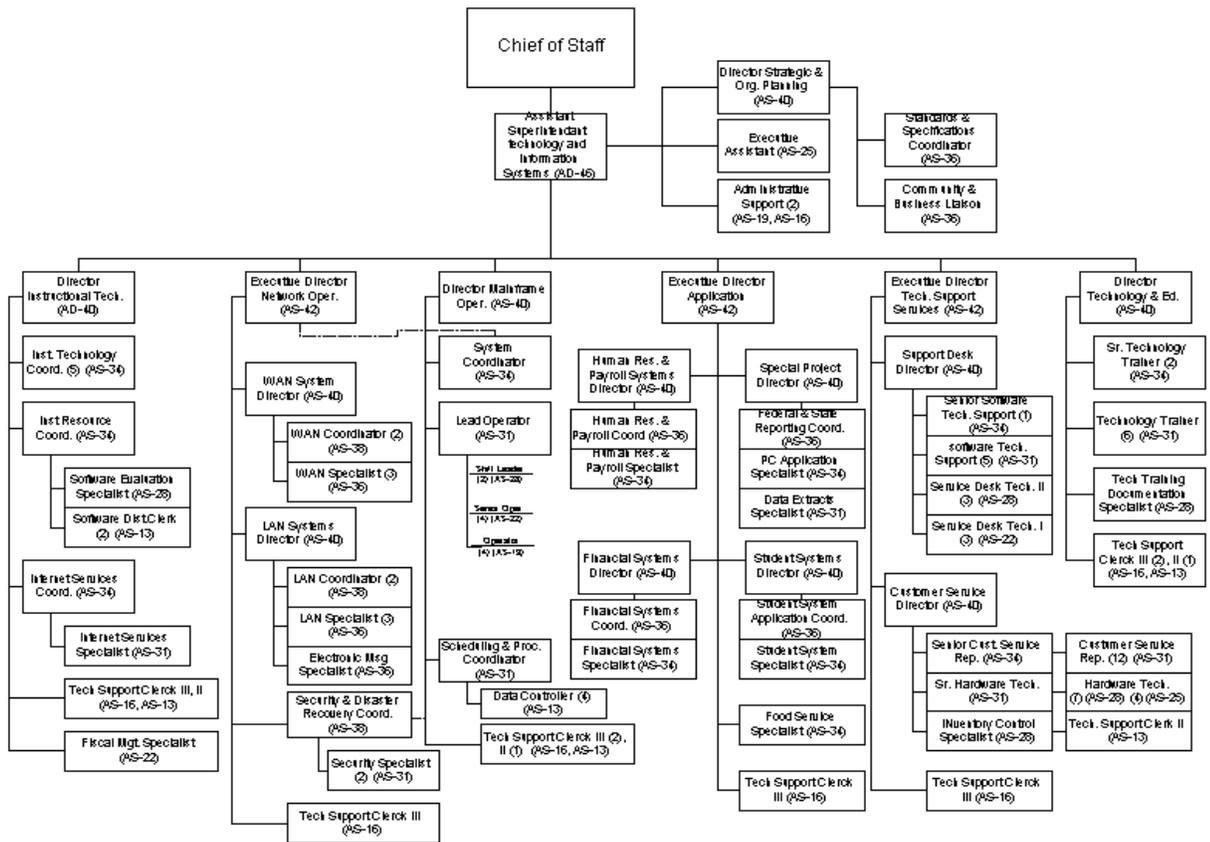
Chapter 9:

A. ORGANIZATION

Current Situation

The HISD Technology Department is comprised of an assistant superintendent of Technology and Information Systems, a director of Strategic and Organizational Planning, and six subdepartments. **Exhibit 9-3** shows the current detailed organizational structure of the department.

Exhibit 9-3
HISD Technology Department Organizational Chart



Source: Technology Department

FINDING

The IT department has some new, but experienced people. The department assistant superintendent has been with the district for less than three years, and three of the department's executive directors have been in their current positions for less than one year.

**Exhibit 9-4
Years in Current Position
August 1996**

Department	Years in Current Position	Total Years of Technical Experience	Total Years of Technical Experience
Assistant Superintendent	Technology	2	18
Director	Strategic and Org. Planning	1	15
Executive Director	Networks	1	19
Executive Director	Technology Services	<1	19
Director	Instructional Technology	2	14
Director	Mainframe	9	30
Director	Training & Education	12	25
Executive Director	Applications	<1	36

Source: Assistant Superintendent Technology Department

District officials realized the importance of hiring people with solid experience in developing large-scale technology plans. The experience these people have in industry translates into a high probability of success in the full implementation.

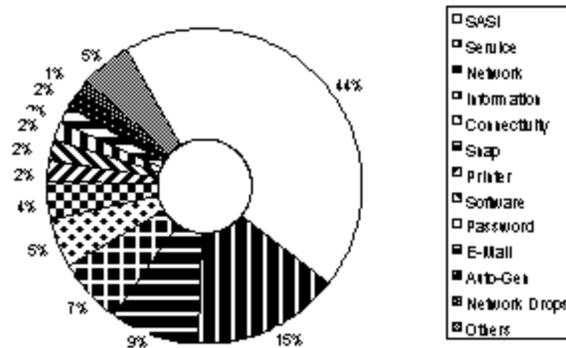
COMMENDATION

Experienced and technically competent people have been placed in key positions in the IT department to help ensure the success of the technology investment.

FINDING

IT management believes in performance measures and is displaying several performance charts and activity measures on the wall outside the department. In the past, IT did not have a clear vision of where it wanted to be or the goals it should accomplish. This lack of direction meant that performance measures were not used. For many years, the department operated in a fire-fighting mode without moving forward. Now that district officials know what they want to accomplish, they can track performance and measure whether staff is achieving their goals.

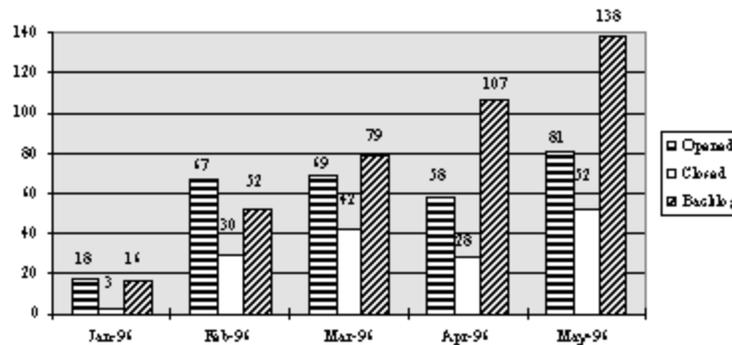
Exhibit 9-5
Call by Type Coming into the Help Desk for Third Quarter Fiscal 96



Source: HISD Department of Technology

School Administration Student Information (SASI) is the primary topic of calls into the help desk. All support personnel are tracking the problems reported about SASI. By understanding the nature of help calls, the department can address common problems.

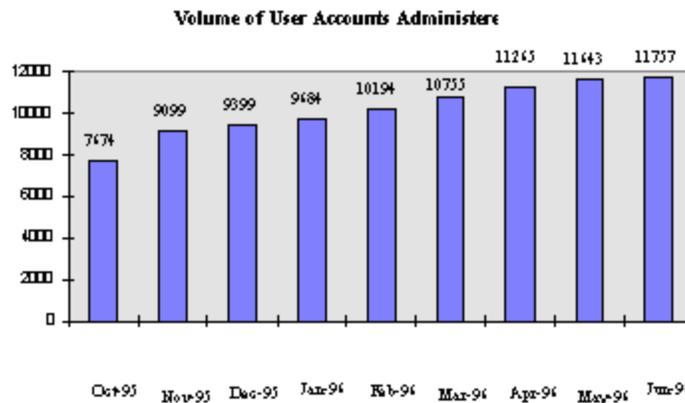
Exhibit 9-6
Requests for Programming Service



Source: HISD Department of Technology

The backlog reflects the beginning of efforts in January, 1996 to measure and analyze the administrative requests for information. A system was implemented to track programming requests as a tool to establish an active partnership with the user departments to prioritize and manage the critical needs for information across the district.

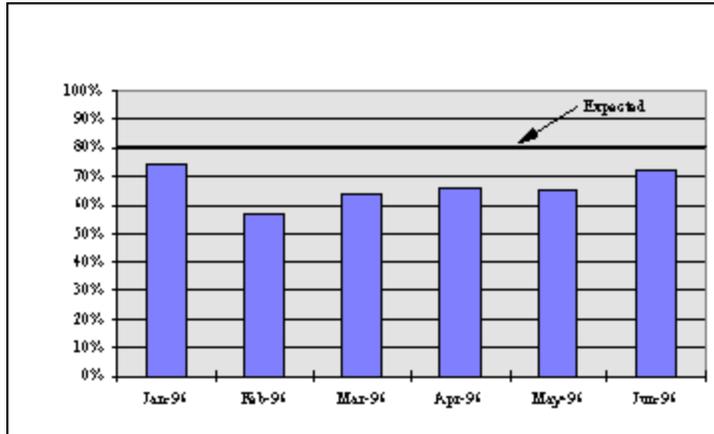
Exhibit 9-7 Volume of User Accounts Administered



Source: HISD Department of Technology

Exhibit 9-7 shows the number of users with access to the HISD computer network. These users can send E-mail to each other, access the Internet and TENET, use common/standard office automation tools (e.g. MS Office, FileMaker Pro), share calendars, share folders, and access student information. Many users can access other systems such as MSA or MPAC through the network. Instructional applications also have been added to the WAN, particularly in the area of reading, and direct instructional programs. The campus file server supports automated library systems at several schools.

Exhibit 9-8
Percentage of Calls Closed at Point of Call



Source: HISD Department of Technology

The help desk's goal is to solve 80 percent of the problems on the first phone call. HISD officials understand this goal can only be achieved through experience and additional training. Tracking the problem tickets carefully will highlight the areas where more training is required.

COMMENDATION

The IT department recognizes the importance of performance measures as an improvement vehicle and is starting to use these measures in management decisions.

Each department within IT will have its own measures to track. Certain measures, such as electronic mail volume and educational programs in use, will demonstrate the level of success across the district.

FINDING

The management information services offered by the Technology Department can be categorized as administrative, instructional, or operations. The district decided to reorganize the Technology Department so that the administrative and instructional technology services fall under one organization. However, the district has not yet consolidated the FMO Data Services, Data Management Department, Research, or Food Services systems into the Technology Department.

Several FMO Data Services department functions duplicate Technology and Information Services Department functions. Each department has a Help Desk. Each department has management to support two separate organizations. While FMO Data Services would still serve the same customers, communication and systems integration would be improved, which is necessary if the proposed financial system is to be successful.

Recommendation 165:

Place FMO Data Services, Data Management, and Food Services data organization under the responsibility of the assistant superintendent for Technology and Information Systems.

IMPLEMENTATION STRATEGIES AND TIMING

1. The FMO Data Services Department reorganizes under the authority of the assistant superintendent of IT. Director of FMO Data Services, reports to assistant superintendent of Information Systems and Technology.	January 1997
2. The executive director of the Data Management Department reports directly to assistant superintendent of Information Systems and Technology.	January 1997
3. The Food Service Systems manager reports to executive director of the Applications Department. This person works closely with the Data Management Department on student data.	March 1997
4. The FMO Data Services Technical Support is combined functionally and physically with the Technical Support Services Department. A transitional period will be required with strong collaboration between FMO Data Services and the Technical Support Services Department.	May 1997
5. The department cross-trains personnel from both support groups.	May 1997

FISCAL IMPACT

No additional personnel will be required. Technical support personnel may be reassigned if the workload does not merit the number of positions. The increased communication from the reorganization will improve productivity and efficiency.

FINDING

The Technology Department has no formal methodology for system development. Some documentation explains standard procedures for implementation, but no single, complete methodology has been adopted.

Recommendation 166:

Adopt a system development methodology to improve the quality of systems and guide development.

By rigorously following a quality methodology, new systems will be well documented and much easier to maintain. Cross training department personnel will be simplified due to the uniformity of systems and methods across the district. The additional time spent on documentation and quality control will be quickly recovered in reduced maintenance costs and downtime.

IMPLEMENTATION STRATEGIES AND TIMING

1. The assistant superintendent of Technology forms a committee consisting of the directors of Strategic and Organizational Planning, Network Operations, Applications, Training, and FMO Data Services to select a methodology.	January 1997
2. The committee performs market research to identify vendors.	April 1997
3. The committee compares methodologies to HISD environment.	June 1997
4. The department selects and purchases methodology for HISD.	June 1997
5. The department trains personnel on the methodology.	Ongoing

FISCAL IMPACT

Acquiring a methodology is estimated to cost \$100,000. Benefits will be indirectly recognized through increased productivity, decreased downtime, and reduced maintenance costs.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01< d>
Adopt a system development methodology	(\$100,000)	\$0	\$0	\$0	\$0

Chapter 9:

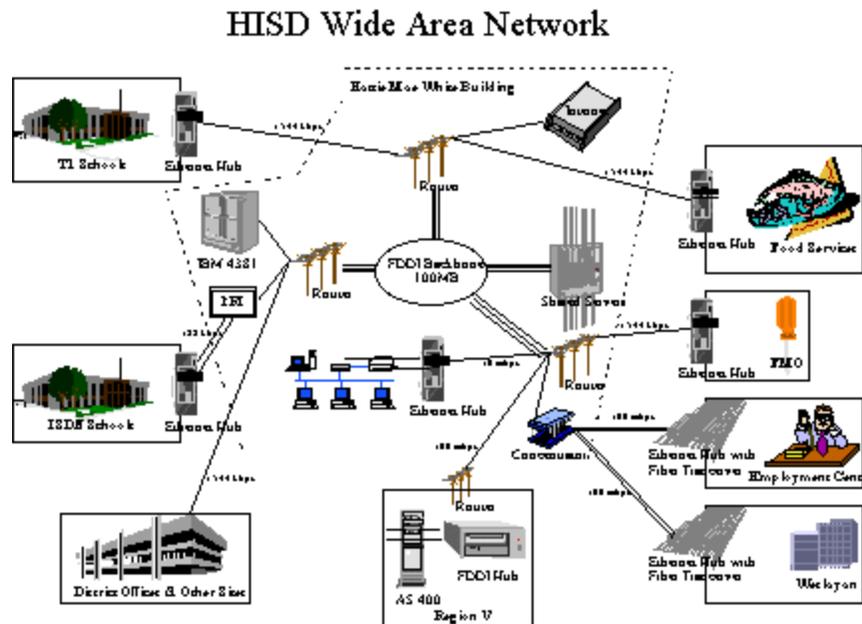
B. TECHNOLOGY INFRASTRUCTURE

Current Situation

HISD has just completed the districtwide implementation of its Wide-Area Network (WAN). Every school and administrative office has access to the network. The Technology Department is now adding wiring to classrooms to complete the full educational network integration.

The Technology Department has focused its efforts on implementing the WAN and integrating vital district systems. **Exhibit 9-9** gives a current view of the various systems on the WAN within HISD.

Exhibit 9-9



Source: Technology Department

FINDING

The district began a serious effort to define and implement a technology strategy in 1993 by hiring a consulting firm to analyze the current

technology situation and recommend a plan for moving forward. A strategic technology plan was recommended. The hiring of the new assistant superintendent for the Department of Information Systems and Technology and the consolidation of the technology departments resulted from this study.

The next step was to design a student data system to operate on a WAN that would allow access to student data by individual schools. From this study, a high-level plan was developed for the district's WAN.

The latest phase involved hiring a system integrator to work with the Network Department to install the WAN. The network has been installed, and the district is moving forward with several projects, all leading toward the goals of networking every classroom and ensuring technology is an integral part of education and administration in HISD.

A significant investment in technology equipment has been made over the last three years, and the district projects the amount budgeted for technology equipment will remain high for several years. The added equipment will require additional manpower to maintain and more training for district personnel.

Since the WAN has been installed, district administrators have had the ability to use all the network tools including E-mail, Internet and TENET access, common/standard office automation tools, calendar and folder sharing, and student information access. Training has been available to district personnel on the WAN and network tools.

As with most large institutions that acquire new technology, HISD is slowly realizing the network's benefits. Using E-mail is facilitating communications within the district while reducing the need for paper documents. Teachers can now share ideas more easily with teachers in other schools and area districts rather than just within their own schools. As the users become more sophisticated, new and more creative uses for the network will appear.

Network connections are being installed in classrooms throughout the district. To date, one school is currently using the latest technology (WAN, SASI) at the classroom level. Wiring for the network is completed based on requests from schools on a first come, first served basis. The Technology Department is using a mix of HISD technicians and outside resources to perform the work.

COMMENDATION

The Technology Department, with primary support from Network Operations, has successfully implemented a WAN that reaches every school and administrative office in the district.

An organization and infrastructure has been put in place that will allow HISD to continue to develop industry-leading educational and administrative systems.

FINDING

HISD has outsourced several functions, which appears reasonable and less costly than performing those functions in-house. The following functions are performed outside the district:

- IBM 4381 Systems Programming;
- Off-site tape storage (for disaster recovery);
- Computer monitor and printer repair (some);
- Microfiche;
- Region IV AS/400 maintenance, operation, backup, SASI programming support, SASI updates, aggregate reporting;
- Consulting; and
- Keypunch
- Payroll;
- Public Education Information Management System (PEIMS); and
- Other data entry as needed.

Consulting fees will drop to about \$312,000 now that the system integration project is completed. Outsourced cabling projects will cost about \$718,000 in fiscal 1997. The cost of keypunch, microfiche, off-site tape storage, and systems programming services was about \$212,000 in fiscal 1996, which is about \$100,000 less than it would have cost if performed in house.

COMMENDATION

HISD has purchased external services that are saving the district money and providing high-quality service.

FINDING

The district uses many different computer platforms. These platforms include IBM PCs, Apple, Macintosh, IBM 4381, IBM AS/400, and other

donated or purchased systems. For many years, much of the technology equipment was purchased when funds were available, without a specified vision of where the technology purchases were leading. Also, corporations donated computer equipment to schools. The result was a collection of equipment that was not designed to be integrated.

HISD has devised standards for technology development. Technology purchases in the central offices must conform to district standards. Schools are encouraged but not required to buy district standard computer equipment. Most technology purchases are made through the Texas Department of Information Resources (DIR). The Office of Internal Audit negotiated prices with Compaq for the standard HISD bundles (hardware and software packages) that are 5 percent lower than the prices originally available through DIR. The net price for the HISD bundles is about 2 percent below wholesale. The latest price for the administrative bundle is \$2,288. The current standard computer configuration for HISD is described below.

Exhibit 9-10
HISD Administrative "Bundle"
August 1996

Equipment	Windows-based	Macintosh-based
Model	Compaq DeskPro P120	Power Macintosh
CPU	Pentium 75MHz	6100/66Mhz
Memory (RAM)	16 Megabytes	16 Megabytes
Memory Cache	256 kilobytes	N/A
Hard Drive	1.08 Gigabytes	500 Megabytes
Network Connection	Intel Ethernet Adapter	Ethernet, Ethernet Transceiver
Display	SVGA	14" monitor
Configuration	Windows for Workgroups, TCP/IP, MS Office Professional with Access, Claris Filemaker Pro	Windows for Workgroups, TCP/IP, MS Office Professional with Access, Claris Filemaker Pro, DOS Card
Warranty	3 year on-site CPU and monitor	3 year on-site CPU and monitor
Price	\$2,288 + cabling , hub, patch panel	\$2,334.75 + cabling , hub, patch panel

Source: Technology Department

**Exhibit 9-11
HISD Teacher Multi-Media "Bundle"
August 1996**

Equipment	Windows-based	Macintosh-based
Model	Compaq Presario 7222ES/14	Power Macintosh 5300
CPU	Pentium 100MHz	Power PC (2647LL/B)
Memory (RAM)	16 Megabytes	16 Megabytes
Memory Cache	256 kilobytes	N/A
Hard Drive	1.2 Gigabytes	1.2 Gigabytes
Network Connection	Intel Ethernet Adapter	Ethernet, Ethernet Transceiver
Display	SVGA	15" multi-scan display
Configuration	Windows for Workgroups, TCP/IP, MS Office Professional with Access, Claris Filemaker Pro	Teacher Solution Bundle, Reference Solution Kit, Claris Works, Built-in AV capabilities
Additional Hardware	4X CD-ROM, data/fax modem	CD-ROM
Warranty	3 year on-site CPU and monitor	3 year on-site CPU and monitor
Price	\$2,326 + cabling , hub, patch panel	\$2,334.75 + cabling , hub, patch panel

Source: Technology Department

**Exhibit 9-12
HISD Student "Bundle"
August 1996**

Equipment	Windows-based	Macintosh-based
Model	Compaq Presario 7222ES/14	Power Macintosh 5400/120
CPU	Pentium 100MHz	Power PC (2647LL/B)
Memory (RAM)	16 Megabytes	16 Megabytes

Memory Cache	256 kilobytes	N/A
Hard Drive	1.2 Gigabytes	1.6 Gigabytes
Network Connection	Intel Ethernet Adapter	Ethernet (M30665Z/A)
Display	SVGA	15" monitor
Configuration	Windows for Workgroups, TCP/IP, Windows95, TCP/IP, multi-media software	Standard
Additional Hardware	4X CD-ROM, 14.4 data/fax modem	CD-ROM
Warranty	3 year on-site CPU and monitor	3 year on-site CPU and monitor
Price	\$2,212 + cabling , hub, patch panel	\$N/A + cabling , hub, patch panel

Source: Technology Department

The Technology Department also has defined standard printers, scanners, network connections, and software. The district is committed to cross-platform solutions. Campuses can select a platform based on their needs. All systems requiring access to the AS/400 must be Windows-based. However, the administration staff realizes that often Macintosh is preferred in the schools. This preference is apparent in a memo on the Elementary Science Technology Project dated January 9, 1996. Schools could choose between a Compaq or a Macintosh at the same price. Out of 125 schools, 110 chose Macintosh.

COMMENDATION

HISD is commended for searching out the best possible prices for computer hardware and software from all available sources.

FINDING

The Network Department has implemented the Software System Management Server (SMS) on the network. Software packages can be added or upgrades performed from one central location and disseminated to desired locations using the SMS. This system significantly reduces the need to travel to each site and do separate installations.

COMMENDATION

Using the System Management System will reduce time and resources needed to upgrade district software.

Version control of district software also will be greatly improved, leading to easier problem resolution.

FINDING

Non-standard computer equipment is used in HISD. Schools still receive "in-kind" gifts of computers from corporations. Schools also may purchase any approved brand of computer they choose as long as it meets or exceeds the district standards. The non-standard systems may not have the configuration necessary to allow them to connect to the LAN or WAN. This also makes it difficult for help desk personnel to answer questions since they may not be familiar these non-standard systems. The district does attempt to upgrade if possible any computers donated to the district. In July 1996, about 3 percent of the calls to the help desk were for unsupported hardware or software.

FMO Data Services also purchases computer equipment that does not necessarily comply with district standards. Since the FMO Data Services center has its own repair capabilities, it has been maintaining an inventory of spare parts and computers to be used by various FMO offices. While the department may be saving money on the purchase of the equipment, personnel must spend time to repair and maintain the computers. Also, FMO has its own help desk that is another form of support for the special equipment. The support function for the computer equipment could be passed to the vendor thus freeing resources in the Data Services Department. The primary help desk located in the Richmond Avenue building would also be better able to support FMO because staff would then be familiar with the hardware and software used by FMO.

Recommendation 167:

Enforce the HISD technology standards on all district technology purchases.

IMPLEMENTATION STRATEGIES AND TIMING

1. The assistant superintendent for Technology and Information Systems redistributes technology standards list to all purchasing entities.	January 1997
2. The Purchasing department places orders for technology goods if	January

on an approved list.	1997
3. Purchases for non-standard equipment cannot be approved without special permission from the IT department and the understanding that it will not be supported by the IT department.	Ongoing

FISCAL IMPACT

This recommendation will require no additional cost to the district. The benefits will be indirect savings through better support and maintenance.

FINDING

The Network Department is developing and the Internal Audit Department is reviewing security on the network and computer systems. As a guide, they are following the Handbook of EDP Auditing and Windows NT 3.5 Guide for Security, Audit, and Control. The district's experience in implementing security on networks of this scale is limited, but HISD is taking steps to improve its expertise in this area.

Recommendation 168:

Upgrade and fill vacant position with an experienced security expert to implement security throughout the district.

The Network Operations Department currently lists security experience as a qualification for one of its open positions. This position should be filled as soon as possible to give time for proper security planning.

IMPLEMENTATION STRATEGIES AND TIMING

1. The director of Network Operations determines the salary required to hire a person with appropriate skills and experience.	January 1997
2. Human Resources applies an appropriate grade to this position.	January 1997
3. Network operations interviews and hires a qualified person.	February 1997

FISCAL IMPACT

Upgrading the position and salary will require up to a 20-percent increase over the current salary and benefits of about \$40,000. Therefore, the cost of this recommendation is roughly \$8,000 each year. The benefits will be

the indirect savings from the efficient installation of security software and procedures, and the reduction in lost and corrupted data due to unauthorized access.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Hirea security expert	(\$8,000)	(\$8,000)	(\$8,000)	(\$8,000)	(\$8,000)

FINDING

HISD personnel developed many customized applications such as the payroll system. The district also has purchased several commercial off-the-shelf systems to support user requirements such as SASI for student administration and MSA for financial management and reporting. These systems are entirely supported by the vendor. In one instance, a vendor-supplied system was procured and modified by HISD to meet specific requirements. The Stores module of the MPAC system has been so heavily modified that the district cannot use the new versions without extensive reprogramming. **Exhibit 9-13** shows many of the major modifications made to the MPAC system to accommodate the HISD environment.

Exhibit 9-13 Modifications to MPAC System

Modification	Description
Format G/L number to 21 characters	The MPAC G/L number utilizes the concept of cost center, account number. The MSA G/L number consists of 21 characters. An example is GF1-51-639901-890-0-00-0-82. MPAC changes the MPAC cost center and account number to MSA format when transactions occur between MPAC and MSA
Vendor file	Conversion program was developed to modify the MPAC vendor file as needed from the MSA vendor file. Changes to the MSA vendor file are sent daily to the MPAC system. The conversion program is run to update the MPAC vendor file to match the MSA vendor file
Chart of accounts	A conversion program was developed to rebuild the chart of accounts on the MPAC system as needed from the MSA chart of accounts. This program updates by replacing the old chart of accounts on MPAC.
Chart of accounts	Only those persons with signature authority on district accounts are allowed to charge against those accounts. An authorization

authorization	program was written which authorizes individuals to their specific accounts.
Terminal emulation	<p>The district requires available funds to be checked prior to ordering from vendors and delivery of stock from the warehouse. Hewlett Packard developed a terminal emulation package to:</p> <ul style="list-style-type: none"> • Check for availability of funds • Encumber funds • Release encumbered funds <p>All three of the above are used by the stock issue request process. Additionally, as deliveries are verified during the day on the MPAC system, a batch file of the expenses is created and transmitted to MSA during nighttime processing. These expenses are transmitted through the terminal emulation package (recommends change to batch processing). Stores transactions (stock issues, returns to stock, receipt of materials, cost adjustments, physical adjustments, etc.) are submitted during nighttime processing through a batch process. Vendor direct and service requisitions (purchase order processing) utilize items 1 and 2 above. Purchase order partial pay and close-out is completed manually.</p>
Purchase order print	A print program was written to "fit" a purchase order form designed by HISD purchasing department.
Delivery route codes	The warehouse stages deliveries based on route codes. Route codes input by the warehouse department are printed on verification tickets.
Pick ticket print	Warehouse pick ticket print was modified to meet warehouse requirements.
Verification ticket print	Once a warehouse ticket has been picked, a verification ticket showing item descriptions, quantities, unit costs, and extended costs is printed and taken to the school for signature.
Start-up supplies	The warehouse requisitioning program was modified to address start-up supplies for schools. Traditionally, schools have been requesting start-up supplies for the new school year. Start-up stock issue requests are entered in the system during the months of March, April, and May. Expenses are held in a batch file until the new year budget is loaded. The batch file is electronically charged against the new year when the budget is ready. Supplies not delivered by September 5 (approximate date) begin automatic expensing as regular requisitions are

	<p>expensed.</p> <p>On electronic requisition entry, a flag can be set (Y/N) to distinguish start-up supply requisitions from non start-up supply requisitions. "N" is default. Verification tickets are printed and sent to schools for correction. Once returned, corrections are made to start-up stock issue requests as needed.</p>
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Source: Director FMO Systems and Resources Planning Department

Because HISD does not own the source code, HISD programmers can only write interfaces to MPAC, but all changes to the MPAC software must be performed by MPAC programmers. When problems occur, MPAC must decide if the source of the problem is due to the original software or the modified software. If the problem is with the modified software, it could be difficult to fix, if the programmer who made the changes is not available to work on it, or if the documentation of the changes is not adequate. On the other hand, if the software was strictly the standard version, problems are handled by the expert.

Recommendation 169:

Compare costs of purchasing commercial software and developing applications within the district, and severely limit customization of purchased software.

Relying on the vendors to provide upgrades and maintenance can save significant time and money. For all future purchases, a cost/benefit analysis should be performed that takes all future maintenance and training costs into consideration. In-house cost figures should include all overhead costs associated with the systems development.

IMPLEMENTATION STRATEGIES AND TIMING

1. The assistant superintendent of IT drafts a policy stating HISD will fully analyze the cost of purchasing commercial software for all major systems versus developing systems in house.	January 1997
2. As in-house systems are replaced, staff performs fully loaded cost/benefit analyses and present to the board when making purchasing decisions.	Ongoing

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Chapter 9:

C. INSTRUCTIONAL TECHNOLOGY

Current situation

The Instructional Technology Department provides instructional software and training to teachers and staff. The department has developed an extensive educational software library and includes demonstration stations where teachers can preview the software before deciding to buy. The software resource library provides the services listed below:

- Assistance with software products and prices
 - Consultation with teachers and staff to help identify software to meet specific needs
 - Work with HISD-approved software bid vendors for the latest pricing information
 - Licensed software and district purchase/membership plans
- Preview/evaluation of instructional and administrative software
 - Preview by appointment for Apple II, Macintosh, MS-DOS, and Windows software
 - Special preview sessions by request
 - New arrivals announced in the Superintendent's Bulletin
- Software demonstrations
 - Special software demonstrations arranged by request
 - Demonstrations in the department or at the school
- TAAS correlation and curriculum alignment
 - Ongoing projects
- Software duplication and distribution center
 - Licensed titles available for exchange of disks

- Other titles available through district purchase/membership plans for low cost
- Information packets available upon request, which include complete information on included products, ordering procedures, and prices
- Help available to complete the order forms
- Books/magazines on technology-related issues
 - Large selection of books, magazines, journals, articles and vendor catalogs for reference
- Donations and giveaways
 - Periodicals and catalogs available on a first-come-first-served basis;
 - Software giveaways announced in Superintendent's Bulletin.

Educational software can be used in many different ways. As mentioned above, the Instructional Technology Department provides guidance on selecting and purchasing software. The district is affiliated with several software providers that sell the software to the district at discounts. The two major providers are Partnership Plus and MECC. The software packages listed below were the top sellers in 1994-95.

**Exhibit 9-14
Top Software Sellers 1994-95**

Partnership Plus	MECC
Math Blaster Mystery	Fraction Munchers
Stickybear's Reading Room	Amazon Trail
Work Attack 3	Odell Down Under
Stickybear's Math Town	Museum Madness
Kid Works 2	Secret Island of Dr. Quandary
Decimal and Fraction Maze	Geometric Golfer
New Math Blaster Plus	My Own Stories
The Cruncher	Super Munchers
Reading Maze	DinoPark Tycoon

Clock Shop	Storybook Weaver - English
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Source: Instructional Technology Department

The Instructional Technology Department is also involved in implementing technology-based projects in the district. Many projects are already in place and others are planned for the coming school year.

Exhibit 9-15 lists major projects in place since 1993. Several of these projects have been extended through the current school year.

**Exhibit 9-15
Technology Project 1993-96**

Project:	STAR
Funded by:	The National Science Foundation
Purpose:	To promote change in mathematics and science education by integrating technology into classrooms
Participants:	Applicants teaching math or science at the middle school or high school level
Project:	ELEMENTARY SCIENCE PROJECT
Coordinated by:	The Instructional Technology staff of the Department of Information Systems
Purpose:	To enhance the instruction of science in elementary schools in HISD
Participants:	50 schools in 1994, and 130 schools during the spring 1996
Project:	High School and Middle School Science Project
Purpose:	Phase 2 of the Science Technology Implementation
Participants:	32 high/alternative schools, 28 middle schools, and other schools who increased their number of science teachers
Project:	High School Computer Writing Project
Developed by:	Department of Technology and Information Systems in cooperation with the Humanities Division of the Curriculum Dept.
Purpose:	Writing program for high school language arts students modeled after a pilot program at Jeff Davis High School
Participants:	37 high/alternative schools
Project:	ELECTRONIC READING PROGRAM
Developed	The Instructional Technology Division

by:	
Purpose:	To foster a love of reading that will translate into improved test scores and a life long love of reading
Participants:	All HISD middle schools that request the program
Project:	URBAN TELECOMMUNICATIONS INITIATIVE
Developed by:	The Council of Great City Schools and Scholastic Network
Purpose:	To give access to telecommunications to inner city schools and to increase access to see if this contacts results in any increase in learning
Participants:	Five schools with free access to instructional projects to participate in one project planned by the Council
Project:	A+DVANCED LEARNING SYSTEM
Purpose:	Computer curriculum system that offers lessons in a wide variety of content areas (graphic, speech, student mgmt system)
Participants:	Clinton Park Elem., Sugar Grove Elem., TSU Lab School, Lamar High, and Harris Country Juvenile Detention Center
Project:	ELEMENTARY KEYBOARDING AND WRITING
Purpose:	To improve writing across all contents areas
Participants:	Over 340 teachers
Project:	Computer Literacy
Purpose:	To update the equipment and software in the middle school computer literacy labs
Participants:	37 teachers
Project:	LEVER BROTHERS COMPUTER DONATIONS
Purpose:	Provide classrooms with computers
Participants:	33 proposers, 5 recipients.
Project:	Electronic Grade book
Purpose:	To use an electronic gradebook
Participants:	Each teacher
Project:	SUMMER PROJECT FOR LOW ACHIEVING MIDDLE SCHOOLS
Purpose:	To emphasize the instructional use of technology and culminate with the development of a curriculum-related product

Participants:	Over 115 core-curriculum teachers
Project:	TEACHER WORKSTATION PROJECTS
Purpose:	To give the teacher flexibility in order and manner of presentation resulting in a more effective instructional program
Participants:	Mostly science and mathematics teachers
Project:	TEXTBOOK WAIVER PROJECTS
Purpose:	To waive adoption of textbooks to obtain technology-related teaching materials and equipment
Participants:	26 art teachers
Project:	MAYAQUEST
Purpose:	Study archeology, hieroglyphics, and Mayan civilization using internet.
Participants:	23 schools
Project:	SECONDARY SCHOOL NETWORK PROJECT
Purpose:	To install local area networks at all middle schools and ten high schools
Participants:	Two staff members per site
Project:	ARMADILLO WORLD WIDE WEB
Purpose:	Bring K-12 Internet resources to the classroom.
Participants:	HISD IT Department, Rice Univ. Tech. and Information Services
Project:	LIBRARY MANAGEMENT PROJECT
Purpose:	To automate the Library operations
Participants:	40 schools
Project:	CALCULATORS FOR MATHEMATICS
Purpose:	To train teachers in operating calculators and offer strategies for using calculators in their instructional program

Source: Instructional Technology Department

FINDING

Instructional Technology has a vast selection of software available and has set up software demo stations so teachers can try out software before deciding whether or not to purchase it.

COMMENDATION

The availability of the demo stations saves instructors valuable time and money by allowing them to use instructional software before purchasing.

FINDING

The availability of computers for students is critical to the success of any educational technology program. As stated previously, HISD is a nationally recognized leader in implementing technology in the classroom, on networks, and for administration. The review team manually compiled a list of the computers at each school from HISD's fixed asset master file. The computers were classified as Servers (primarily by cost), Old (Apple or 286 and below), and New (Macintosh or 386 and above). **Exhibit 9-16** below displays the findings by regional district. **Appendix T** presents the results by individual school.

Exhibit 9-16
HISD Computers by Regional District

District	Enroll	Old PC	Borderline	New PC	Total PC	% of New PC	Student/PC
Central	10,170	960	1,115	214	2,289	9.4%	4.4
East	19,964	524	995	187	1,706	11.0%	11.7
North	14,960	769	496	231	1,496	15.4%	10.0
Northcentral	18,788	1,026	1,461	52	2,539	2.1%	7.4
Northeast	16,499	457	422	170	1,049	16.2%	15.7
Northwest	12,245	1,114	1,806	231	3,151	7.3%	3.9
South	18,744	688	1,307	99	2,094	4.7%	9.0
Southcentral	17,210	731	932	85	1,748	4.9%	9.8
Southeast	14,527	1,082	1,024	246	2,352	10.5%	6.2
Southwest	27,937	655	908	77	1,640	4.7%	17.0
West	16,908	1,030	916	109	2,055	5.3%	8.2
Alternative	5,947	1,047	1,063	260	2,370	11.0%	2.5
Not	2,752	209	219	16	444	3.6%	6.2

Identified							
Total	196,651	10,292	12,664	1,977	24,933	7.9%	7.9
New PC/Total PC	7.9%	Students per New PC					

Source: HISD Fixed Asset Master File

Computer information was available from the fixed assets master file for only 248 of the 272 schools. These schools represented 95 percent of the total district enrollment. Three hundred and eight servers were identified, and in some cases there was more than one server in a school. Seventeen of these servers reside in the main operations area of the central office. Every school that requires a server has one. Some alternative schools that do not actually have permanent students use a workstation that can use a modem to connect to the central office.

Based on this information, HISD's overall ratio of pupils per computer is 7.9, which means that there is one computer for each eight students. This is exceptional compared to other large urban schools districts analyzed. The previous best low ratio was over 10.

New computers represent 7.9 percent of the total. Even though HISD is actively upgrading its computing environment, it is in the early stages. It will require some time for the district to bring in new equipment. It is upgrading as many borderline machines as possible to meet the minimum requirements to connect to the network.

COMMENDATION

HISD is commended for making computers available to students.

FINDING

The Instructional Technology Department is physically located a substantial distance from the central offices where the rest of the department and the curriculum departments are located. Personnel interviewed commented that the department was not easily accessible and they noted a lack of security and lighting. The distance and neighborhood condition add to the separation of Instructional Technology from the rest of the IT Department.

Recommendation 170:

Move the Instructional Technology Department to the Wesleyan Building.

The Instructional Technology Department appears to have a wealth of educational software available. However, since the department has only limited contact with other departments, including curriculum, it is not fully used.

The department should be moved to the Wesleyan Building so that training and curriculum development are in closer proximity. Although Instructional Technology works in cooperation with the Curriculum Department, the distance makes coordination more difficult than necessary. Department staff estimated they would require 8502 square feet of building space. According to the assistant superintendent for Instructional Technology, the relocation effort would be minimal. However, the current site would need to be sold or used for another purpose.

IMPLEMENTATION STRATEGIES AND TIMING

1. Assistant superintendent of Technology and Information Services coordinates the effort to arrange space in the Wesleyan Building for the Instructional Technology Department and facilitate the relocation.	February 1997
2. Assistant superintendent of Technology and Information Services forms a committee of the directors of instructional technology, curriculum, and one principal from each school level (elementary, middle, high).	February 1997
3. The committee meets biweekly and focuses on integrating available software into the selected curriculum.	Ongoing
4. Institution Technical staff trains teachers on how to integrate the software with the curriculum in the classroom.	Ongoing
5. Institution Technical staff visits classrooms to follow up with the teachers who received instruction. Ensure they are using the software correctly. Modify training and requirements as needed.	Bimonthly

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Many teachers lack the technical skills necessary to use technology effectively in the classroom. Discussions with school personnel and Instructional Technology personnel revealed concern about the level of computer knowledge in the district. Even though classes are available to teachers, many do not attend.

In cases where a technology-related project is implemented, training is an integral component. The software and hardware are distributed upon completion of the training.

To ensure successful implementation of technology in the classroom, teachers should be able to show students how to use a computer in many different ways. The value of a computer is lost if students use it to simply drill on basic skills. If students are not using computers to do tasks they would otherwise be unable to do, they are not getting the most benefit possible.

The training department suggests that, at a minimum, teachers should be able to use the available technological tools effectively. The available tools are:

- Productivity software (word processing, database, spreadsheet, presentation, electronic gradebook, and other management software);
- Telecommunications (Internet, TENET, e-mail, and online resources); and
- Instructional applications and strategies.

Recommendation 171:

Require minimum computer competency for school personnel to help ensure instructional technology is properly used in the classroom.

Schools with adequate computer facilities can be recruited to host training sessions. A train-the-trainer model can be used to develop the large number of trainers needed for this implementation.

IMPLEMENTATION STRATEGIES AND TIMING

1. The superintendent implements a policy requiring all teachers to achieve a minimum level of computer competency. This goal can be reached by requiring attendance at computer training courses or providing another means for teachers to demonstrate competency.	January 1997
2. The Training Department staff determines level of training needed in the district.	February 1997

3. The director of the Training Department recruits school-site training locations.	February 1997
4. The director of the Training Department provides train-the-trainer sessions.	March 1997
5. The director of the Training Department provides training courses.	Ongoing

FISCAL IMPACT

The costs of this recommendation will include training 100 teachers to become trainers. About 2,000 teachers will be trained per year using the 100 teacher-trainers. The Training Department will develop class materials. The following assumptions will be made:

- Class size limited to 15 students per instructor.
- Instructor rate of pay is \$15 per hour.
- Instructors will be paid for two-day training sessions.

The one-time cost for training the trainers is: 16 hours x 100 trainers x \$15 per hour = \$24,000.

The cost of using trainers to train 2,000 teachers annually is:

2,000 teachers / 15 per session = 133 sessions.

133 sessions x 40 hours per session x \$15 per hour = \$79,800.

Training materials are estimated at \$10,000 annually for 2,000 students.

Total ongoing annual costs for providing this training are estimated to be \$89,800.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Provide technology training to school personnel	(\$113,800)	(\$89,800)	(\$89,800)	(\$89,800)	(\$89,800)

FINDING

In the previous exhibit, **Exhibit 9-16**, the number of students per computer for each district is displayed; the lower the number, the better the access to

computers by students. **Exhibit 9-17** displays the computers by education level.

Exhibit 9-17
Computers by School Education Level

Ed Level	Schools Count	Enroll	Server	Old PC	New PC	Total PC	Student/PC
Alternative	17	6,015	7	279	1,138	1,417	4.2
Elem	176	112,061	109	4,682	5,874	10,556	10.6
HS	21	39,765	34	1,092	4,846	5,938	6.7
Middle	34	38,810	59	1,371	4,608	5,979	6.5
Total	248	196,651	209	7,424	16,466	23,890	8.2

- Pupils per computer (**Exhibit 9-16**) ranged from a high of 10.9 in the west district to a low of 6.6 in the northwest district, excluding the Alternative district.
- Pupils per computer (**Exhibit 9-17**) range from a high of 10.6 in elementary schools to a low of 6.5 in middle schools.
- Access is only one factor in the successful use of educational technology. The other critical factor is effective usage through well planned and implemented curriculum.

Technology can be one of the great equalizers in instruction delivery and equitable access should be ensured by the superintendent. Access becomes an issue with site-based management because some principals do not believe in the importance of technology and do not use discretionary funds to purchase computers.

Recommendation 172:

Establish policies to distribute technology equitably among districts and schools.

IMPLEMENTATION STRATEGIES AND TIMING

1. The superintendent drafts a policy on the equitable distribution of technology throughout the district.	January, 1997
2. Area superintendents identify those schools where computer availability is low.	January, 1997
3. Area superintendents ask principals at these schools to plan to make computers available for their students.	January, 1997

4. In low-use schools, suggestions should be given to the school-based-decision-making committees on ways to better use computers in the classroom.

February,
1997

FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

Chapter 9:

D. EDUCATIONAL ADMINISTRATION TECHNOLOGY

FINDING

The largest application used in the district is the student information system, SASI. This is the first full year SASI has been in place. It is a system designed to be used in a decentralized manner. When it is fully implemented and all classrooms are connected to the Wide-Area Network, teachers will be able to access student data directly from their classroom PC. This level of access will reduce redundant data entry and allow one central repository of student data. For example, teachers will be able to take attendance with their classroom PC and have the information immediately updated in the SASI database. This system eliminates the need for a teacher to fill out an attendance sheet, send it to the office, have the secretary compile all the attendance sheets, then have the data entered into the system.

SASI tracks a wide variety of information on students. **Exhibit 9-18** shows the different data elements that can be stored in SASI.

Exhibit 9-18
SASI Data Elements

Absences	District student data	Parent/guardians
Assertive Discipline	Emergency information	Elementary progress reporting
Descriptions	Student fees	Quality point definitions
Names and addresses	Fee descriptions	Discipline reason codes
Attendance calendar	Free and reduced meals	Graduation requirements
Year round daily attendance	Grade point average definitions	Report definitions
Year round period attendance	Grade reporting	Grade reporting
Attendance reasons	Course history	Grade reporting sheet
Attendance categories	Home languages	Siblings
Daily attendance	Health	School special education
Course attendance	Immunizations	District special education
Course descriptions	Item distribution	Student scheduling
College entrance tests	School lockers	Student master
	School locations	Textbook assignment

Class schedules	Attendance letter counter	Textbook copy
Extended comments	Grade reporting message	Textbook sheet
Conferences	Master schedule	Textbook title
Conference reasons	Narrative comments	Textbook vendor
College data	Test scoring objectives	Teacher names
Grade reporting comments	Period attendance sheet	Test scoring
Credit definitions	Period attendance reporting	Absence verification sheet
Course titles	Physical performance testing	Counselor visitation
Competency test scoring	Progress reporting	User access
School calendar		
Student discipline		

Source: SASI General Information Manual

The district has offered a large number of training sessions to improve district personnel's competency with SASI. Between August 15, 1995 and April 30, 1996, 260 courses on 17 different aspects of SASI were taught.

Exhibit 9-19 SASI Training Courses Topics

<ul style="list-style-type: none"> • Introduction to SASI • Administrative • Advanced Query • AS400 • Attendance • Discipline Management • Exceptional Education • Grade Reporting • Health 	<ul style="list-style-type: none"> • LEP • Master Scheduling Help Session • Overview • PEIMS • Refresher • Vocational Education • Student Scheduling • Title I
--	--

Source: Department of Technology Training and Education

Each school office has access to SASI through the networked PCs and can access the student data from the central SASI server. Since classrooms are not yet equipped with networked PCs, teachers cannot yet access SASI directly from their classrooms.

COMMENDATION

The district has implemented the first phase of SASI.

FINDING

The Information Technology Department has a help desk available to HISD's computing community. The help desk can help use staff administrative and productivity tools on the workstations. A document provided by the IT Department to the performance review team states:

The mission of the HISD Technology Support Services is to enhance student achievement through personal services and the application of technologies, by providing timely resolution to questions and problems, while consistently seeking ways to improve the quality of the services offered to our customers.

Technology Support Services is responsible for providing real-time customer support via the service desk, providing customer service representatives to district offices that need additional dedicated support, and providing on-site installation and maintenance of workstation and PC software. Technology Support Services acts as a single point of contact for districtwide information systems for customers to call to report problems, request services, and obtain information. It also includes dispatching, workload scheduling, and updating configuration management and inventory files to reflect installation and maintenance activities.

To accomplish its mission, Technology Support Services has established the following objectives for 1996-97:

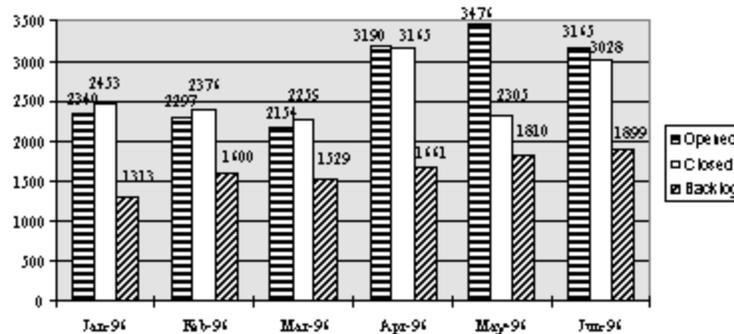
- Automate repetitive work processes;
- Use sophisticated call handling technology to facilitate management insight and oversight of Service Desk call handling activities;
- Conduct proactive analysis of service disruptions with areas causing customer impacts, and with the training department to minimize failure disruptions;
- Create a single repository of customer requests for service, logging of all calls, and support of all Technology departments;
- Link the parts inventory and distribution system to the Heat database;
- Obtain A+ certification for all service technicians;
- Eliminate service on obsolete equipment;
- Obtain Compaq certification;
- Improve productivity;
- Emphasize customer service;
- Provide effective training formats; and
- Provide timely and knowledgeable on-site technical assistance.

The department has already met several of these goals by implementing an automatic call distributor;

automating E-mail message replies; and integrating the Automatic Call Distributor to the system monitor to monitor current call activity. The Symon Board is a message board mounted on the wall of the help desk office area.

Based on interviews with the department and users, the help desk is steadily improving.

Exhibit 9-20
Opened, Closed, and Backlog of Tickets
January - June 1996



Source: HISD Technology Department

COMMENDATION

The help desk operation is being developed in a logical manner, and its use is increasing consistently.

FINDING

The Help Desk uses a system called HEAT to track problems and questions as they come in to the department. When a caller has a problem, the help desk worker who answers the call opens a HEAT ticket. The ticket describes the date, the time, the caller's name, who took the call, the problem, and the person assigned the problem. The ticket is considered "open" until the problem has been resolved and the person who resolved the problem formally "closes" the ticket both manually and in the system.

This system allows the manager to track the types of problems experienced in the district and the rate at which the problems are resolved. Open tickets can be monitored based on date, problem type, caller, or several other criteria. Open ticket reports are run weekly and monthly.

COMMENDATION

The HEAT system is an efficient and effective way to ensure timely and proper problem resolutions.

FINDING

The Technology Department and IBM have developed problem management and processes for adding or updating equipment, software, or information to systems (change control). In a document entitled HISD's Change Control Process, dated March 20, 1996, the following objectives for change control are listed:

- Provide a single set of procedures for entering change information;
- Specify a common tool and a common data base for entering change information;
- Reduce or eliminate disruptions caused by the implementation of changes;
- Maintain the integrity of HISD's production and test systems;
- Provide an approval process that will ensure only appropriate changes are made to HISD's systems;
- Ensure all changes are tested appropriately, based on their complexity, possible impact, and ability to be reversed;
- Provide a single process of administering changes to HISD's systems;
- Provide effective and efficient communications about pending and past changes; and
- Provide regularly updated documentation on HISD's Change Control Process.

Meeting these objectives will improve the quality of changes and improve overall technology performance.

COMMENDATION

The Technology Department recognized the need for and developed a quality problem management and change control system.

FINDING

The IBM 4381 in the Mainframe Department is running at capacity. The district is considering purchasing a new system with more capacity to ensure the district's needs can be met.

Exhibit 9-21 Current and Proposed Mainframe Computers

Current System:	Proposed Replacement System:
<ul style="list-style-type: none">• CPU: 4381-92E 8.8 Mips, Dual Processor, 16 channels, 64 Meg Memory• DASD: 3880 Controller with a total of 60 Gig. storage	<ul style="list-style-type: none">• CPU: 9121-260 18 Mips, Uni Processor, 20 channels, 128 Meg. Memory• DASD: 3990-L03 Controller with a total of 75 Gig. storage

Source: Technology Department

The proposed system would increase computing capacity by 205 percent, double the amount of memory and increase storage capacity by 25 percent.

Exhibit 9-22 Current and Proposed Mainframe Computer Costs

Cost	Current System	Proposed System	Net Savings (Cost)
Purchase	N/A	\$21,000	(\$21,000)
Maintenance	\$33,426	\$23,570	\$9,856
Additional Installation	\$0	\$6,700	(\$6,700)
Software	\$110,000	\$160,000	(\$50,000)
TOTALS	\$143,426	\$211,270	(\$67,844)

Source: Technology Department

HISD can more than double its mainframe computing capacity for less than \$68,000 by implementing the proposed system. This is being considered to accommodate a new financial system.

COMMENDATION

The district has found an economical way to increase computing capacity.

FINDING

The district has an extensive training program available to district personnel. Training class participation has increased steadily for the last 5 years.

Exhibit 9-23 Technology Training, 1991 through March, 1996

School Year (8/15 - 8/14)	Number Workshops	Number Participants
1991-92	288	2902
1992-93	526	4353
1993-94	733	5323
1994-95	711	7446
1995-96 (through 4/96)	650	7395
1995-96 (full year projection)	906	9500

Source: Director - Technology Training and Education

The above figures do not include training provided to 2,146 campus-based staff during the initial SASI system installation in the 1994-95 school year.

The workshops covered a variety of topics including introductory to advanced classes on ClarisWorks, Windows, MS Excel, MS Word, SASI, the Internet, and many more.

For example, between June 3 and July 29, 1996, the department is offering 14, "Introduction to Microsoft Windows" classes and 15 "Introduction to Macintosh (System 7) classes." Classes are held at both Wesleyan and Pleasants facilities. Several other classes on different topics are also offered during this period. A total of 129 one-day or half-day courses are offered during June and July, 1996.

Despite these training efforts, problems in various departments are due to the computer users not having adequate technical knowledge. For example, three out of five available modules in the Food Service Snap system are not used because the kitchen managers do not have the proper computer skills.

Recommendation 173:

Identify all systems and software requiring technical training and support and prepare a plan to address those needs.

Considering the turnover rate of employees and the rapidly changing technology in HISD, a system of training trainers, contracting for external trainers, and using external resources may prove to be appropriate.

IMPLEMENTATION STRATEGIES AND TIMING

1. The directors of Instructional Technology and Technology Training and Education lead a committee to identify all systems requiring technical training and support.	January 1997
2. The committee develops a plan for providing training and support for existing systems and contract for training when purchasing and implementing new systems.	February 1997
3. The directors of Instructional Technology and Teaching and Education implement the plan for training.	May 1997

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

According to a SASI Development Status Report dated March 29, 1996, three tasks are required to complete the SASI development to support the school year-end processing and set-up for next year.

- SASI Processing Problem Resolution;
- AS400 Development to support District Aggregate Reporting; and
- New Forms Generation for End of Year Processing.

SASI Processing Problem Resolution - Identification of ongoing problems. All problems are identified in HEAT, one problem per HEAT ticket. Problems may be resolved by procedures at school, documentation, or program fixes.

Daily meetings are held between Data Management and Technology with a conference call to Region IV to discuss the status of problems.

**Exhibit 9-24
SASI Modification Issues**

Issue	Number
HEAT Tickets as of 3/1/96	32
HEAT Tickets added during March	9
Problems scheduled to be resolved during March	20
Problems resolved during March	14
Open HEAT Tickets as of 3/31/96	27

Source: SASI Development Status Report March 29, 1996

AS400 Development to support District Aggregate Reporting -
Development of programs to support administration reporting and PEIMS requirements.

Weekly meetings are held Mondays to discuss the requirements for district aggregate reporting.

Exhibit 9-25
SASI AS400 District Aggregate Reporting

Issue	Number
AS400 Reports to be developed as of 3/1/96	50
AS400 Reports added during March	0
AS400 Reports scheduled to be completed during March	9
AS400 Reports completed during March	2
Open AS400 Reports to be completed as of 3/31/96	48

Source: SASI Development Status Report March 29, 1996

New Forms Generation for End-of-Year Processing - Programs to support forms for year-end processing are not presently provided.

Exhibit 9-26
SASI New Form Generation

Issue	Number
Forms to be developed as of 3/1/96	8
Forms completed during March	0
Forms to be developed as of 3/31/96	8

Source: SASI Development Status Report March 29, 1996

Recommendation 174:

Resolve any SASI issues and complete installation.

SASI is the most visible districtwide application in HISD. Much of the success of the information technology plan relies on district personnels acceptance of technology. Speedy and successful implementation of SASI can increase the momentum and propel the technology initiative to its goal.

IMPLEMENTATION STRATEGIES AND TIMING

1. Support personnel resolves the SASI issues and moves forward with complete installation.	May 1997
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FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Mainframe Department regularly produces reports for several other departments. The Applications Department takes requests from users and develops computer programs. The Mainframe Department runs the programs and produces the reports. Many of these reports have been in production for several years. Exhibit 9-27 shows the number and frequency of reports by department.

**Exhibit 9-27
Frequency and Number of Reports by Department**

Department	Daily	Weekly	Bi-Monthly	Monthly	On request	Total
Accounting	9	7	8	14	5	43
Fixed Assets	2			19	1	22
Payroll	1		89			90
Personnel	1	10	11	6	1	29
Maintenance		2	2			4
Warehouse		6	1			7

Operations			1	5		6
Budget		5	1	4		10

Source: Information Technology Department

Some of these reports appear to be redundant and the continued need for some reports is questionable. According to the Mainframe Department, requesting departments are not regularly asked to justify continued production of the reports.

Recommendation 175:

Institute a procedure to regularly request users to justify continuation of reports.

At regular determined intervals, a request should be issued to each report requester asking for a justification of the report. A list of the key data items also would help identify redundancies in data requests. Producing only the reports that are actually necessary will reduce the amount of paper used, the number of resources needed to run the department, and the load on the mainframe. Further, as new report requests are received, the requester should be asked to stipulate an interval for report production. At the end of that interval of time, the need for that report should be reexamined.

IMPLEMENTATION STRATEGIES AND TIMING

1. Mainframe Department personnel compiles list of reports, frequency of distribution, and requester.	January 1997
2. Mainframe Department staff distributes questionnaire to all requesters asking for justification.	February 1997
3. Director of Mainframe Department modifies production schedule to run only requested reports.	February 1997

FISCAL IMPACT

As the number of reports produced decreases, the district should reduce one full-time position at an annual salary plus benefits of \$30,000. (Average salaries in this department range from \$27,000 to \$33,000 annually.)

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Require user justification for report continuation	\$0	\$30,000	\$30,000	30,000	\$30,000

Chapter 9:

E. OPERATIONS TECHNOLOGY

The Facility Maintenance Operations Data Services Department is located at the facility on McCarty Avenue. The Data Services Department is responsible for supporting the technology requirements for the various departments within Facilities Maintenance and Operations. These responsibilities include requisitions, budgeting, work order tracking, help desk, accounting, grounds information, paging system, warehouse inventory, fleet maintenance, HISD police applications, Edulog, MPAC system, Facility Maintenance and Operations technology infrastructure, and other projects as required.

Several departments within the district write custom programs to retrieve information from the various computer systems. **Exhibit 9-28** shows the departments and the general types of information they produce. Users have limited ability to independently access and manipulate data needed to evaluate performance and make decisions.

Exhibit 9-28
Examples of Departments and Report Types

Department	Information Types
FMO Data Services	<ul style="list-style-type: none">• Work Order Tracking• Project Tracking
IT Applications	<ul style="list-style-type: none">• Inventory• Student Data
Accounting Reporting	<ul style="list-style-type: none">• Fund Balances• Budgets• Special Projects/Grants

Source: Team analysis

FINDING

The district has attempted to purchase a high-quality system to improve the operating efficiency of FMO. The system that was chosen was MPAC, which is highly regarded by industry. It is used for inventory management,

work order tracking, project tracking, maintenance requests, purchase requisitions, and fleet management.

According to the Data Services Department, MPAC performs some functions well and others poorly. The positive aspects of MPAC are:

- Uniform screen formats;
- Quick screen refreshes due to text-based interface;
- Data integration with project and work-order tracking; and
- Useful warehouse statistics.

The unfavorable characteristics of MPAC are:

- Certain keyboard keys imbed hidden characters in the text that cause printing problems. (Some offices have developed covers for areas of the keyboard that cause this problem.)
- All changes must be made by the MPAC vendor, TSW, because HISD does not own the source code. (The code is in escrow should TSW cease to exist.)
- Standard reports were not useful to HISD, so the Data Services Department developed over 600 ad hoc reports to replace MPAC's standard reports.
- Once work orders are assigned to person or department, someone in that department must manually query MPAC to actually receive the work order. This makes it a two-step process rather than the information dynamically appearing on the assigned person's workstation.
- The fleet management implementation and use of MPAC is not effective. See Chapter 11, Transportation, for more detail.

The way in which MPAC is used and supported is different than many other systems in the district due to its implementation beginning before the development of the technology infrastructure plan. It was decided that certain modifications were necessary for MPAC to function optimally in HISD's environment. For example, it was necessary to write an interface to the MSA (financial) system to have the ability to encumber funds. This has led to the ability to respond to repair requests almost immediately since funds can be encumbered on-line. The MPAC system has brought significant improvements in many areas over the previous operating environment.

Since MPAC is used by several departments, several opinions of its use and capabilities exist. One consensus opinion was that MPAC is a high-quality system. However, the perception of its implementation and use varied among departments. In some areas, such as warehousing, it appears

to be functioning very well. In the Transportation Department, it is not providing adequate functionality.

The Financial System design specifications include overlaps with the MPAC system functions such as warehousing, inventory tracking, and procurement. No cost analysis has been performed to determine the benefit of replacing some functions currently performed by MPAC with the new financial system.

Recommendation 176:

Perform a cost benefit analysis to determine whether warehousing, inventory, project tracking, fleet management, and time-tracking modules should be included in the financial systems.

Specifically, the use of MPAC should be re-evaluated in light of the current technology environment and proposed organizational structure.

IMPLEMENTATION STRATEGIES AND TIMING

1. The committee in charge of the financial system RFP finalizes and distributes the current RFP.	January 1997
2. The committee in charge of the financial system RFP compares software capabilities with district needs. This includes considering the MPAC system functions. FMO Data Services is included in the discussions about MPAC. The committee also develops a data model to be used by the system.	June 1997
3. The committee completes a detailed cost/benefit analysis with the top software candidate to determine which functions should be included in the final system.	July 1997

FISCAL IMPACT

Performing a cost benefit analysis can be accomplished without additional cost to the district.

FINDING

The FMO Data Services department is developing a time-tracking system. The project was started in 1992. Currently, four people work on the system part-time. They are still gathering information from users in various departments as well as the Payroll Department. Although significant effort has been put into the development of this system, an

integrated time-tracking system is part of a new human resources/payroll package.

Recommendation 177:

FMO Data Services should stop development efforts on its time-tracking system and include the function of the new Human Resources/Payroll system.

Since the new system will include its own time-tracking system, no interfaces will have to be developed for human resources/payroll, and the software vendor will support the system.

IMPLEMENTATION STRATEGIES AND TIMING

1. The FMO Data Services Department stops developing its time-tracking system.	January 1997
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FISCAL IMPACT

Two of the four positions dedicated part-time can be eliminated at an average salary plus benefits of \$35,000 annually.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Stop development of time tracking system	\$70,000	\$70,000	\$70,000	\$70,000	\$70,000

FINDING

The district has modified the Stores module of MPAC so extensively that it cannot upgrade to the latest version of MPAC that is released annually. HISD decided to modify MPAC rather than change its own internal processes so that MPAC could be used by the district. However, since the district does not own the source code for MPAC, HISD would have to pay a substantial amount for the modifications to the newest versions of MPAC, in addition to the yearly maintenance fee of \$71,000 that is already being paid. HISD is now three versions behind the latest version of MPAC.

Recommendation 178:

Modify processes to conform to the latest version of MPAC as much as possible.

The district should examine the processes supported by the latest version of MPAC and modify its processes to conform to MPAC. This recommendation will cause fewer changes to be made to MPAC and allow the district to take advantage of better support and the annual software upgrades that are already included in the yearly contract.

IMPLEMENTATION STRATEGIES AND TIMING

1. FMO Data Services reviews the functionality of the latest MPAC system. The processes in HISD are compared to MPAC's processes.	January 1997
2. A committee is formed to determine how processes could be modified to integrate as seamlessly as possible with MPAC. The committee is comprised of the directors of all affected departments.	March 1997
3. The committee develops an implementation plan to modify the necessary processes in concert with installing the latest version of MPAC.	April 1997
4. Install the latest version of MPAC.	December 1997

FISCAL IMPACT

The cost for upgrades is included in the yearly maintenance charge paid by HISD. Implementation may require some minor modifications which would be an additional cost. The benefits would be increased efficiency through more effective use of the software.

Chapter 10:

Food Services

This chapter of the report reviews Houston Independent School District's (HISD) Office of Food Services in five subsections:

Introduction

A. Outsourcing

B. Key Performance Measures

C. Organization and Management

D. Management Information and Reporting Systems

E. Comparison of Savings and Costs of Outsourcing Versus In-House Improvements

The Comptroller's review team conducted an extensive evaluation of the Office of Food Services and concluded that either massive reorganization or outsourcing food services is the recommended solution for the children of HISD. This chapter also outlines each area of improvement and shows costs and savings possible with a massive reorganization. Following this discussion, a comparison is made between outsourcing and in-house improvements.

INTRODUCTION

The mission of a school food service program is to provide an appealing and nutritionally-sound breakfast and lunch to students and to operate on a break-even basis. Giving students nutritious meals allows them to concentrate on their primary goal at school: classroom education.

In general, several success factors can be used to evaluate the efficiency and effectiveness of a food service operation. These factors include high ratio of meals per labor hour (MPLH), minimization of food costs and waste, maximum participation in breakfast and lunch programs, high nutritional value and variety of meals, minimal wait time for student service, and a financially self-sufficient department.

CURRENT SITUATION

HISD is the sixth largest school district in the nation with a fall 1995 enrollment of 206,936 students at 272 schools. Serving the equivalent of a

moderately sized city, Food Services manages an enormous operation serving more than 175,000 meals a day. To prepare and serve these meals, Food Services employs approximately 2,200 people and operates 241 kitchens.

Food Service Programs

Like food service programs in other Texas school districts, HISD Food Services is funded through a combination of federal subsidies for students from low-income families and payments from students financially able to pay. HISD participates in five food service programs funded by the federal government, including the National School Lunch Program, School Breakfast Program, United States Department of Agriculture (USDA) Donated Commodities/Food Distribution Program, and Summer Food Program (**Exhibit 10-1**). These programs are aimed at providing students with their recommended daily nutritional needs.

Exhibit 10-1

HISD Participation in Federal Food Service Programs

Program	Description
National School Lunch Program	The program ensures meals are available to all school children and provides low-income children with meals at free or reduced prices.
School Breakfast Program	The program provides a good start toward meeting a child's daily nutritional need of food energy, protein, vitamins, and minerals. The federal government reimburses states at certain rates for each breakfast served.
USDA Donated Commodities/ Food Distribution Program	USDA offers available foods to each state for some child nutrition programs. Selections are based on the nutritional needs of the child, recommendations of the school lunch officials of the various states, and market supplies and prices.
Summer Food Program	The program ensures that school children continue to receive nutritious meals during school vacations. Summer meals are provided where there is high unemployment and a large number of children who qualify for free and reduced-price meals.

Source: 1996 Guide to Federal Funding for Education, Volume 2 and Food Services, HISD

The National School Breakfast and Lunch programs, which are being consolidated by the United States government into a "comprehensive meal program," are the main focus of Food Services. The National School Breakfast Program serves two types of schools: regular and severe-need schools. Severe-need schools are schools that have served a high percentage of free and reduced-price lunches in previous years. Texas, through federal funding, reimburses each school district based on the number and types of meals served in the Breakfast and Lunch Programs. **Exhibit 10-2** and **Exhibit 10-3** outline the meal prices charged by Food Services and the reimbursable rates for the various price plans and types of schools.

Exhibit 10-2
Meal Prices versus Reimbursable Rates
Breakfast for Regular and Severe-Need Schools

	Price Plan	Prices		
Price Plan	Prices	Reimbursable Rate	Prices	Reimbursable Rate
Full Price	\$0.85	\$0.1950	--	--
Reduced-Price	\$0.30	\$0.6975	\$0.30	\$0.8850
Free	--	\$0.9975	--	\$1.1850

Source: Price List for Breakfast Programs - 1995-96, Office of Food Services, HISD and 1995-96 USDA Reimbursement Rates.

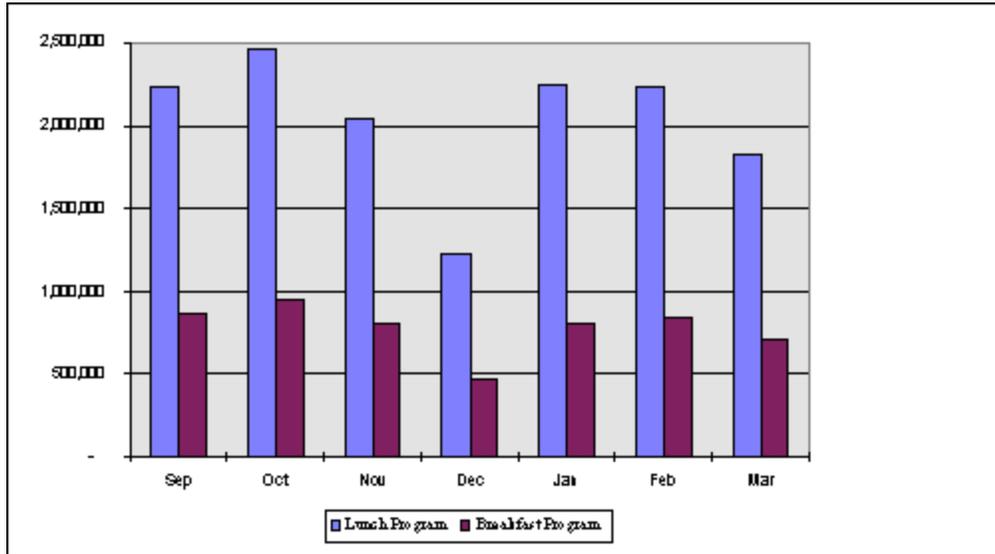
As indicated in the exhibits, Food Services charges \$0.85 for breakfast, \$1.25 for elementary school lunch, and \$1.35 for secondary school lunch. Reimbursable rates for a free breakfast are \$0.9975 for regular students and \$1.1850 for severe-need schools. The reimbursable rate for a free lunch is \$1.7950.

If a school district has 60 percent or more of its students in the free and reduced-price category, the district will receive a \$0.02 supplemental lunch reimbursement. This additional reimbursement will be applied and paid automatically to eligible districts. HISD receives this supplemental lunch reimbursement.

Under these federally funded food service programs, Food Services prepares and serves an average of 775,000 breakfasts and 2 million lunches per month (**Exhibit 10-4**) or approximately 140,000 meals per day. In the 1995-96 school year (as of the end of March 1996), Food Services served the most meals (more than 3.4 million) in October and the

least (1.7 million) in December. The lowest number of meals was served in December, primarily because of the holidays.

Exhibit 10-4
Number of Reimbursable Meals Served by Type of Meal
1995-96



Source: Reimbursement Claim Reports for School Lunch and Child Nutrition Programs, Texas Education Agency Financial Performance

In fiscal 1996, Food Services had an operating budget of approximately \$63.5 million. Sixty-nine percent of the budget is generated from the federally funded child nutrition programs, as shown in **Exhibit 10-5**. Breakfast and lunch sales fund another 23 percent of the budget. The remaining 8 percent is funded from a variety of sources, including donated sales, state matching funds, and interest.

Exhibit 10-5
1995-96 Food Services Budget
by Major Category

Category	Estimated Revenues	Percent
Child Nutrition Program	\$43,965,543	69%
Lunch Sales	\$14,089,932	22%
Breakfast Sales	\$571,017	1%
USDA Donated Commodities	\$3,500,000	6%
State Matching Funds	\$739,114	1%

Interest Earnings	\$600,000	1%
Miscellaneous Revenues	\$90,000	-
Total	\$63,555,606	100%

Source: 1995-96 HISD Food Services Adopted Budget

Exhibit 10-6 presents the statement of revenues and expenses from fiscal 1993 through fiscal 1995. As indicated, the financial performance of Food Services has fluctuated considerably over the past three years. Income has decreased from net income of \$1.8 million in school year 1992-93 to a loss of \$2.7 million in 1994-95. The fund balance in the Food Service Enterprise Fund on August 31, 1995 was \$18.6 million, which represents approximately three months of operating funds.

Exhibit 10-6
Statement of Revenues and Expenses
Food Service Enterprise Fund

	1992-93	1993-94	1994-95			
Revenues	Amount	Percent	Amount	Percent	Amount	Percent
Child Nutrition Program	\$38,917,338	68%	\$41,656,051	70%	\$38,695,138	67%
Food Service Activity	\$12,886,585	23%	\$13,083,916	22%	\$12,360,777	21%
Donated Commodities	\$3,793,622	7%	\$3,493,861	6%	\$3,071,486	5%
Summer Food Program	--	--	--	--	\$2,254,496	4%
State Matching and Other	\$767,616	1%	\$768,641	1%	\$809,625	1%
Earnings from Investments	\$549,922	1%	\$586,173	1%	\$746,289	1%
Miscellaneous	\$36,301	--	\$230,426	--	\$20,494	--
Total Revenue	\$56,951,384	100%	\$59,819,068	100%	\$57,958,304	100%

Expenses						
Payroll	\$26,991,122	47%	\$29,006,076	48%	\$29,783,330	51%
Supplies and Materials	\$23,971,804	42%	\$26,153,852	44%	\$25,908,660	45%
Purchased and Contracted Services	\$3,361,246	6%	\$3,373,765	6%	\$3,311,670	6%
Depreciation	\$777,127	1%	\$1,054,584	2%	\$1,478,182	3%
Other Operating Expenses	\$69,704	--	\$217,438	--	\$179,694	--
Total Expenses	\$55,171,003	97%	\$59,805,715	100%	\$60,661,536	105%
Net Income (Loss)	\$ 1,780,381	3%	\$ 13,353	--	\$(2,703,232)	(5%)

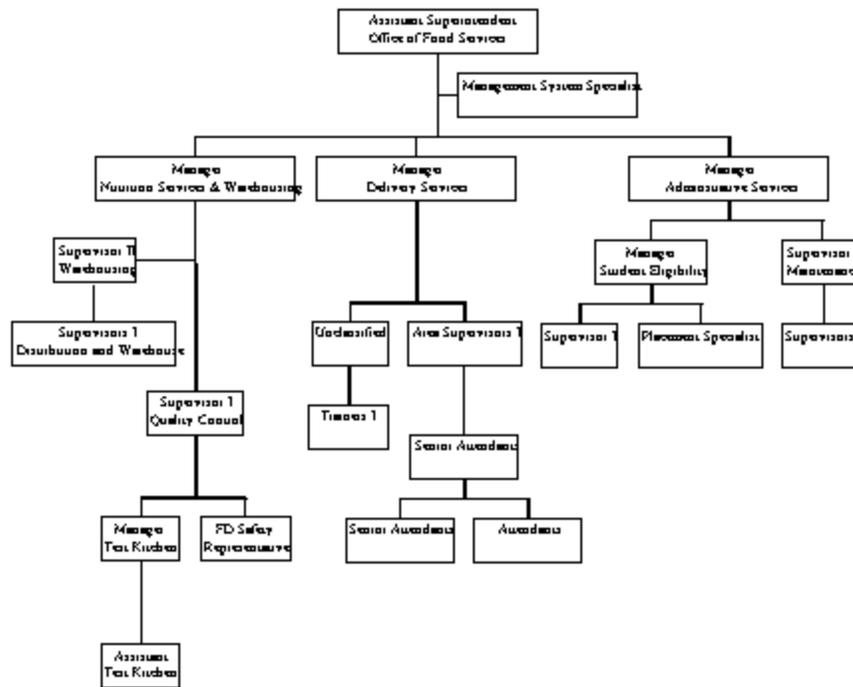
Source: HISD Office of Food Services

Note: Contracted services include furniture repair and maintenance, vehicle repair, contracted building services, utilities, equipment and vehicle rentals, and other services.

Organization

The assistant superintendent for the Office of Food Services manages food service operations and reports to HISD's associate superintendent for Facilities Management and Operations. **Exhibit 10-7** depicts the organizational structure for Food Services.

Exhibit 10-7 Organizational Structure Office of Food Services



Food Services consists of three main departments: Nutrition Services and Warehousing, Delivery Services, and Administrative Services. Administrative Services includes departments for Student Eligibility and Maintenance. **Exhibit 10-8** summarizes the responsibilities of key Food Services positions.

**Exhibit 10-8
Key Food Services Positions
Roles and Responsibilities**

Position	Reports to	Roles and Responsibilities
Assistant Superintendent of Food Services	Associate Superintendent for Facilities Management and Operations	Administers food services programs for the district.
Manager of Administrative Services	Assistant Superintendent of Food Services	Coordinates and approves all aspects of school kitchen facility planning, maintenance, accounting, and pupil data maintenance.
Supervisor of Equipment and Facilities	Manager of Administrative Services	Directs equipment and facilities division of food services administrative services.

Manager of Student Eligibility and Approvals	Manager of Administrative Services	Administers and implements the free and reduced-price meal programs in accordance with USDA guidelines.
Manager of Delivery Services	Assistant Superintendent of Food Services	Directs the Food Services area supervisors to ensure compliance with all USDA regulations and departmental policies. Assists the assistant superintendent in department operations.
Food Services Area Supervisor	Manager of Delivery Services	Administers all cafeteria operations in 21-23 campus sites. Interprets cafeteria policies, relative to USDA, state, HISD, and city regulations to school principals. Assists cafeteria managers in improving participation and adhering to quality standards.
Manager of Nutrition Services and Warehousing	Assistant Superintendent of Food Services	Directs and supervises the Quality Control Department and the Food Services Warehouse. Performs all nutrition-related education and services.

Source: Employee Job Analysis Questionnaire, HISD Food Services Administration, March 1995

In addition to the major areas listed above, Food Services purchasing and accounting are departments that support Food Service operations, but they are organized under separate divisions. Food Services Purchasing purchases food with a staff of seven. The manager of Food Services Purchasing reports to the assistant superintendent of Purchasing. There also are several items purchased directly by Food Services administration, bypassing the purchasing department. Accounting for food purchases is coordinated through Food Services Accounting, a department separate from Food Services Administration. Food Services Accounting consists of nine full-time employees and a director whose time is split with another department. The manager of Food Services Accounting reports to HISD's controller. There also are eight administrative clerks in Food Services Administration who perform accounting functions.

Chapter 10:

A. OUTSOURCING

FINDING

HISD's Food Services rates unfavorably against key success factors. As summarized in this subsection and **Exhibit 10-9** and detailed later in this chapter, Food Services management is not effectively or efficiently managing the department's human, financial, or capital resources.

Exhibit 10-9 **Comparison of HISD Food Services Against Key Success Factors**

Success Factor	Status
Productivity	Many schools significantly below industry norms
Participation in School Lunch Program	Middle and high schools experiencing low participation
Food Cost	Insufficient use of pre-processing
Organizational Structure	Excessive middle management
Management of Administrative Staff	Considerable duplication of effort and performance of unnecessary tasks
Policies and Procedures	Inadequate in several areas
Employee Safety	Not routinely monitored
Automation	Behind schedule
Management Information Systems	Inhibits accountability
Emergency Food Requests	Excessive
Quality Control	Inadequate for the identification and resolution of recurring quality control problems
Preventive Maintenance/Work Order System	Undocumented/inefficient processing of work orders

Source: Comptroller's Review Team

In many cases, Food Services does not collect sufficient information or use the information that is collected to generate useful management reports. Without useful management information, Food Services is unable to identify key problems that should be corrected or best practices that should be implemented throughout the entire organization.

HISD is not effectively managing productivity and participation among individual schools. Consequently, there are very wide ranges in performance among individual schools. The productivity of many school cafeterias is significantly below industry norms resulting in at least \$997,000 annually in excess labor costs. School cafeterias with low student participation have not been targeted by management, so measures to raise participation have not been implemented. Corrective measures could result in \$1.7 million in additional annual revenues. In addition, the lack of pre-processed food items results in additional annual food costs of \$116,550. Performance-related findings are detailed in Subsection B of this chapter.

Food Services has an ineffective and inefficient administrative organizational structure. The organizational structure does not logically group like business functions resulting in extra layers of management. There are also numerous examples of duplication of effort and the performance of unnecessary tasks among administrative staff, costing the district \$198,000 annually. HISD policies and procedures describing the responsibilities of the management and staff of Food Services are deficient in several areas. Food service accidents are not routinely analyzed to identify needed changes and additional training. Organizational findings are detailed in Subsection C of this chapter.

Efforts have been made in recent years to improve management information systems in Food Services. However, the automation project for Food Services is over budget and has taken an excessive amount of time to complete. Accountability among management and staff remains limited by the lack of useful management information systems. Cafeterias rely excessively on costly emergency food requests, and quality controls are not automated preventing the identification and resolution of recurring problems. Preventive maintenance and work order systems are functionally deficient and result in higher capital costs and incidences of food spoilage and cost. Findings for management information systems are detailed in Subsection D of this chapter.

Recommendation 179:

Outsource HISD's Office of Food Services.

HISD could outsource its Food Services operations to a privately-operated food service management company. Two factors could lead the district to make this choice. First, as indicated throughout this chapter, the food services operation at HISD is not well managed. Through a better managed operation of an independent management company, HISD should achieve greater savings. Second, the primary function of HISD is to educate, not feed, students. By outsourcing food service, HISD could devote more management attention to the education of students.

Outsourcing has been available to food service operations for decades. However, it has only been in recent years that major urban districts have considered it a viable alternative. Three examples of successful food service outsourcing are listed below:

- The City of Chicago school district, with enrollment of more than 400,000 students, is in the second phase of outsourcing. Through a pilot program, the district evaluated three potential contractors by outsourcing part of its food service operation to each of them. This year the school district chose two of the three contractors and will expand the program to 50 percent of the campuses.
- Fall County School District in Jacksonville, Florida is successfully outsourcing its food service program with 101,000 students.
- Granite School District in Salt Lake City, Utah is also successfully outsourcing its food service operation with 88,000 students.

When establishing performance expectations of a management company, the district should take into consideration several factors, including the number and type of cafeterias and kitchen facilities, student privileges to eat off-campus (open campus), the operation of vending machines during meal times, and beneficiaries of the proceeds of the vending machines. Suggested performance measures that can be used to monitor the management company are provided in **Exhibit 10-10**.

Exhibit 10-10
Suggested Performance Measures
for Management Company

Category	Performance Measures
General	Number of meals served Nutritional value of meals served Revenues by source (i.e. a la carte, etc.) Special programs (nutrition education, etc.) Meal variety and quality
Safety	Food preparation practices Condition of storage and service areas

	Sanitary conditions and practices Food quality
Personnel	Employee morale Absenteeism Turnover Employee training
Cost Measures	Cost per meal Utilization of donated commodities Financial results

Source: Doing More with Less: Competitive Contracting for School-Support Services, Reason Foundation

Outsourcing would assign the key tasks of management, purchasing, inventory, and food preparation and service to a food service management company (**Exhibit 10-11**).

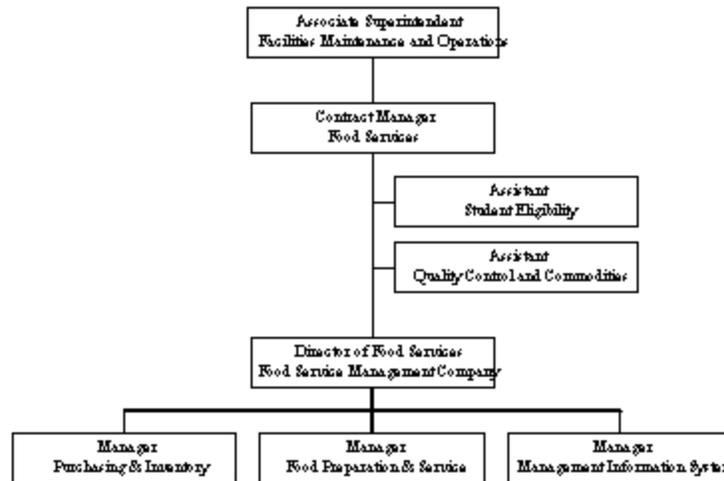
Exhibit 10-11
Scope of Food Service Management Company Effort

Responsibility	Tasks
Management	<ul style="list-style-type: none"> • Assume normal operating responsibilities and short-term and long-term budgeting and financial planning responsibilities. • Maintain all necessary information for weekly, monthly, quarterly, and annual financial and operating reports. • Coordinate all activities with school principals. • Prepare all district, state, and federal management and other reports as required by government regulations.
Personnel	<ul style="list-style-type: none"> • Train, supervise, and evaluate all food service employees. • Comply with all federal and state employment acts.
Purchasing and Inventory	<ul style="list-style-type: none"> • Stock, store, and issue of all food and supplies. • Replace expendables, including table service, chinaware, serving trays, glassware, cookware, etc.
Food Preparation and Service	<ul style="list-style-type: none"> • Prepare and serve breakfasts and lunches for the district. • Use USDA commodity foods in meal preparation. • Comply with all health and sanitary regulations.

Source: Industry Sources

HISD should maintain oversight of only those functions required by law, such as student eligibility, quality control and the commodities program. **Exhibit 10-12** shows a suggested organizational structure of Food Services under outsourcing.

Exhibit 10-12
Office of Food Services
Organizational Structure with Outsourcing



A decision to outsource Food Services would affect other areas of HISD operations, including Facilities and Grounds, Maintenance, Purchasing, Warehousing, and Technology and Information Systems. **Exhibit 10-13** outlines implications for other areas.

Exhibit 10-13
Impact of Outsourcing Foods Services on Other HISD Areas

Area	Impact
Facilities & Grounds and Maintenance	Maintain legal possession of and assume responsibility for maintaining all physical assets of Food Services, including buildings and equipment.
Accounting and Purchasing	Relinquish control and responsibility for Food Services' accounting and purchasing.
Warehousing	Relinquish control and responsibility for warehousing Food Services' supplies.
Technology & Information Systems	Maintain legal possession of and assume responsibility for maintaining all computer equipment for Food Services, but allow the contractor responsibility for software. Control over

	hardware ensures integration with the district's other computer systems.
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Source: Comptroller's Review Team

The key to improving the operating performance of Food Services is to encourage productive teamwork among the district administration, food service employees, and the food service management company. The district should establish an open and honest means of communicating with employees, their representatives, and other stakeholders throughout the district and the community about the implications of outsourcing.

Food Services employees will be most affected by the decision to outsource Food Services' operations. The transition to outsourcing would create a stressful situation for employees concerned about their job, pay, benefits, and working conditions. However, other districts around the country have applied innovative approaches to support a smooth transition. These include:

- Keeping payroll and benefits of Food Services employees under the responsibility of the district;
- Initially keeping employees on district payroll, until the management company becomes known and trusted;
- Having the management company be responsible only for newly hired personnel;
- Transferring to the management company only those employees who have been with the district for less than five years. This gives the management company more control over performance, yet provides the district's long-term employees with added security;
- Providing a one-time financial incentive to employees for transferring to the management company;
- Implementing outsourcing on a pilot basis to get a better view of results without a complete conversion. This makes the decision easier to reverse, if needed.

HISD would need to develop an employee transition plan for implementation involving the employees and their representatives as much as possible in this decision-making and planning process. If the district chooses outsourcing, the administration and employee representatives should begin transition negotiations by January 1, 1997.

The administration should design a request for proposal and management contract that ensures that the management company will improve the operations of Food Services. Typical contracts have one-year terms with four one-year options for renewal. This type of contract ensures that the

performance of the management company meets the district's expectations by providing the district with an annual option to sever the contract.

If true performance gains are to be achieved, HISD must remain responsible for regulating and monitoring many variables outside the control of the contractor, which could significantly affect performance.

Exhibits 10-14 presents some of those variables.

**Exhibit 10-14
HISD's Role in a Successful Outsourcing Program**

Variables Outside Contractors' Control	Effect of Variable	District's Role
Condition of equipment	Productivity	Maintaining equipment in good working order
Number of students attending school	Productivity	Developing accurate enrollment projections
Physical layout of the food service facilities	Productivity	Designing efficient kitchens and serving areas
District policy regarding open or closed campuses	Meal Participation	Setting appropriate policies affecting food services
District policy regarding vending machines	Meal Participation	Setting appropriate policies affecting food services
School programs, such as athletics, which may have special food service needs at a particular school	Productivity	Communicating expectations of schools and other stakeholders in a timely manner
Number of students with disabilities at a particular school	Productivity	Developing accurate enrollment projections of students with special needs

Source: Comptroller's Review Team

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, consulting with appropriate staff, decides whether to outsource food services.	January 1997
2. If the superintendent selects outsourcing, the deputy superintendent for District Administration enters into negotiations with employee representatives about their concerns and the implications of outsourcing the management of food service operations and begins	January 1997

developing an employee transition plan.	
3. The deputy superintendent for District Administration enters into conversations with principals about the implications of outsourcing the management of food service operations at their schools.	January 1997
4. The deputy superintendent for District Administration conducts an independent cost analysis of the current in-house Food Services operations.	January 1997
5. The deputy superintendent for District Administration selects 25 schools to outsource as a pilot project and presents an overall analysis of outsourcing Food Services to the superintendent.	March 1997
6. The superintendent obtains approval from the board for issuing a request for proposals with the purpose of outsourcing HISD's Food Services. Selection criteria and weights are defined.	April 1997
7. The superintendent presents the analysis of the various proposals submitted by food service management companies and an employee transition plan to the board.	June 1997
8. The board selects the best management company for operating HISD's Food Services pilot program as well as an employee transition plan for Food Services.	June 1997
9. The board evaluates the outsourcing pilot program.	January 1998
10. The deputy superintendent for District Administration designs and implements a transition plan for the entire Food Services operation with the assistance of the superintendent of Schools, the selected food service management company, and the previous management team.	February 1998
11. Outsourcing of Food Services is expanded to the entire district.	August 1998
12. The board authorizes the transfer of substantial control of employees to food service management company.	August 1999

FISCAL IMPACT

By outsourcing Food Services, HISD's administrative expenses will be reduced through a more effectively organized and efficiently managed food service operation. Revenues should also increase by applying best industry practices in menu planning and marketing. Depending on HISD's targets for savings, the district will also realize savings from increases in productivity and reductions in operating costs and would be able to offer more competitive products and services to its customers. With the implementation of the pilot project in the 1997-98 school year, Food Services should achieve savings of \$922,270 and an additional \$3,291,600

in school year 1998-99 as outsourcing expands to 50 percent of the schools. Upon full implementation, outsourcing Food Services will result in net savings of \$6,252,700 annually beginning in school year 1999-2000, as summarized in **Exhibit 10-15**. These savings assume that HISD will transfer responsibility for food service employees over to the outsourcing vendor during each phase of implementation.

Exhibit 10-15
Summary of Potential Savings and Costs in Outsourcing

Recommendations	1996-97	1997-98	1998-99	1999-00	2000-01
Reduce labor cost through improved operational efficiencies.	\$0	\$99,700	\$498,750	\$997,000	\$997,000
Reduce food cost.	\$0	\$408,000	\$2,040,000	\$4,080,000	\$4,080,000
Replace in-house management with management company.	\$0	\$330,000	\$330,000	\$330,000	\$330,000
Routinely analyze reasons for accidents and identify preventive measures to reduce accidents.	\$0	\$12,000	\$60,000	\$120,000	\$120,000
Increase in activity revenues net of cost (paid meals).	\$0	\$72,570	\$362,850	\$725,700	\$725,700
Total Savings	\$0	\$922,270	\$3,291,600	\$6,252,700	\$6,252,700

The management company would be able to improve operational efficiency by implementing a more efficient food preparation and serving system for the district. HISD could save more than \$997,000 in labor costs annually if the number of meals served per labor hour was raised to 14 MPLH for all cafeterias. The fiscal impact of improved productivity is based on saving 172,500 labor hours at an hourly rate of \$5.78 (\$4.93 plus 17.23 percent for benefits).

Food cost savings are based on a 17 percent reduction in food costs from \$0.79 per meal to \$0.65 per meal, a level that has been attained by a large private contractor in school districts of all sizes throughout the country (except when milk prices fluctuate extensively). HISD food costs were \$24 million in the 1994-95 school year. The management company would reduce food costs through increased purchasing power and industry best practices of food preparation and training. A more efficient food delivery

system would also be applied by the management company. HISD currently spends \$637,000 per year on the delivery and storage of produce.

By replacing in-house management with a management company, HISD would save \$330,000 annually. **Exhibit 10-16** outlines the savings in personnel and benefit costs.

Exhibit 10-16
Savings in Food Service Management Costs

	Expenditures
HISD Food Service Management Cost Savings:	
Current Management Cost	\$1,000,000
Less: Management Functions Maintained by District	(\$250,000)
Total Savings from Outsourced Positions - Food Services	\$750,000
Positions Outsourced - Food Services Purchasing and Accounting (in other budgets)	\$350,000
Total Savings in Personnel Costs	\$1,100,000
Benefits (x 0.1178)	\$130,000
Total Personnel and Benefit Savings	\$1,230,000
Contract Management Fee:	
Management fee = \$.03 x estimated annual meal equivalents of 30,000,000	(\$900,000)
Net Savings	\$330,000

By reducing the frequency and severity of employee accidents, Food Services could achieve a 10 percent reduction in workers' compensation cost (\$1,200,000) after 1996-97.

Based on other comparable districts, it is estimated that a management company would also increase food service activity revenue (meals paid for by students) by 10 percent, resulting in additional revenue of \$1,230,000 (\$12.3 million times 10 percent). Additional food costs are estimated at the rate of 41 percent resulting in net savings of \$725,700. It is assumed that no additional staff would be required to support this increase.

Another fiscal impact not included in the schedule above is the anticipated renovation cost of the Lyons Building. The Lyons Building, which is approximately 100 years old, will have to be renovated at an estimated

cost of \$6.1 million (87,233 square feet at \$70 per foot) in the near future. If the management of Food Services is contracted to a management company, the district could avoid these anticipated renovation costs.

The remainder of this chapter outlines individual findings of the review team and suggestions for incremental improvement in each area. Some of these findings and corresponding recommendations are independent of the decision to outsource. The last subsection of this report compares the fiscal impact of outsourcing Food Services versus implementing improvements in-house.

Chapter 10:

B. KEY PERFORMANCE MEASURES

FINDING

A principal measure of productivity for food service operations is the number of meals served per labor hour (MPLH). Overall, the district's cafeterias serve 14.15 MPLH. Industry standards, as reported by the *Cost Control Manual for School Food Service Directors*, range from 10 MPLH to 18 MPLH depending on the number of meals served by the individual cafeterias. **Exhibit 10-17** shows the MPLH for each type of HISD school and the corresponding industry range and average MPLH given the number of meals served by HISD's cafeterias.

Exhibit 10-17
Meals Per Labor Hour
School Year 1995-96

Type of School	HISD Range of Daily Meal Equivalents	Average Daily Meal Equivalents	Average MPLH	Range of MPLH given HISD's Meal Equivalents
Elementary	156-822	390	15.74	10-18
Middle	239-745	482	11.82	12-17
High	259-721	484	11.19	12-17

Source: HISD Food Services Accounting and Administration and Cost Control Manual for School Food Service Directors, Dorothy V. Pannell (Adopted by TEA). Note: Assuming conventional system of on-site meal production.

Food Services does not calculate MPLH, but measures labor productivity using meals per FTE (full-time equivalent). The Texas Education Agency

(TEA) suggests targets for MPLH based on the type of kitchen and the number of meals served. (Exhibit 10-18).

Exhibit 10-18
Productivity Guidelines for School Cafeterias

Number of Meal Equivalents Per day/Per Cafeteria	Meals per Labor Hour (MPLH)
Up to 100	8
101-150	9
151-200	10-11
201-250	12
251-300	13
301-400	14
401-500	14
501-600	15
601-700	16
701-800	17
800+	18

Source: Cost Control Manual for School Food Service Directors, Dorothy V. Pannell

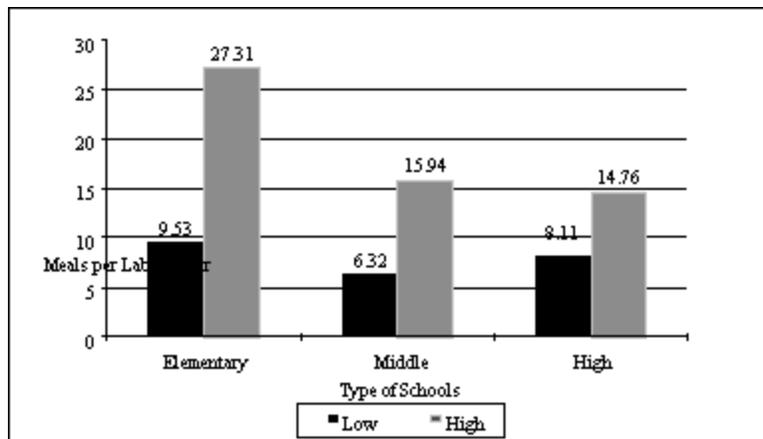
(Adopted by TEA). Note: Approximately 98 percent of HISD's kitchens are conventional or full production kitchens.

Only six of HISD's 253 schools served less than 300 meal equivalents per day. Consequently, all other schools should achieve a minimum productivity level of 14 MPLH.

Food service operations typically use either on-site production or centralized preparation of meals. On-site production uses kitchens on the premises of each cafeteria to prepare the meals, while centralized production uses a centralized kitchen to prepare the food in bulk and "satellite" cafeterias to heat and portion the meals to the customers. On-site production is further classified as either a conventional or convenience system. A conventional system prepares food from raw ingredients at each cafeteria, while a convenience system uses the maximum amount of processed food items.

HISD has 253 schools that serve meals to students. Ninety-three percent or 241 of these schools use an on-site food production system of meal preparation. Ninety-five percent or 229 of these 241 school cafeterias were analyzed in this report. As shown in Exhibit 10-19, productivity varies widely among schools. Elementary schools had the widest variation in productivity ranging from 9.5 MPLH to 27.3 MPLH. Productivity for middle schools ranged from 6.3 MPLH to 15.9 MPLH, while productivity for high schools ranged from 6.1 MPLH to 14.8 MPLH.

Exhibit 10-19
Range of Productivity as Measured by Meals per Labor Hour
by Type of School
School Year 1995-96



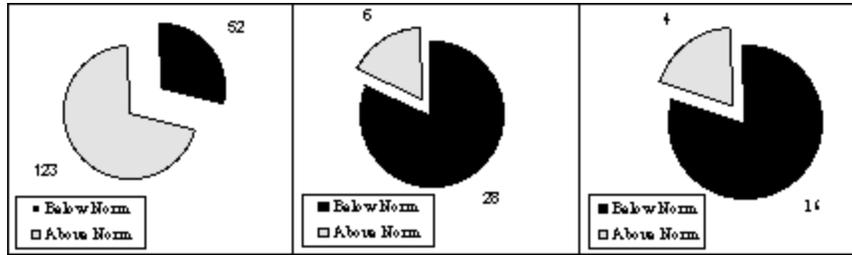
Source: HISD Food Services Accounting and Administration

The main reason for this wide variation and perhaps for low productivity at certain schools is the fact that Food Services does not calculate MPLH for the overall department or for the individual school cafeterias. As a result, managers and staff do not know how they are performing against industry norms or against other cafeterias.

Fifty-eight percent of the elementary, middle, and high school cafeterias have an MPLH equal to or better than the resource guidelines suggested by TEA. Of these, 123 are elementary schools, 6 are middle schools, and 4 are high schools (Exhibit 10-20).

Exhibit 10-20
Schools Above and Below Standard for Meals per Labor Hour
School Year 1995-96

Elementary Schools Middle Schools High Schools



Source: HISD Food Services Accounting and Administration and Cost Control Manual for School Food Service Directors, Dorothy V. Pannell.

Appendix U, Exhibits U-1, U-2, and U-3 detail MPLH for each school cafeteria.

The low productivity at individual cafeterias is a result of the type of food production system, the size and layout of kitchens and cafeterias, and the schedule of serving periods. Many of the school kitchens are too small for efficient meal preparation. Elementary schools with inadequate kitchens include Field, Lamar, Lee, Love, and Wilson. Many of the cafeterias are also too small for the student body size resulting in earlier serving periods (Exhibit 10-21).

Exhibit 10-21
Schools Serving Periods for Lunch Beginning Before 10:00 a.m.
School Year 1995-1996

School	Serving Period for Lunch
Alcott Elementary	9:45 a.m.-12:30 p.m.
Anderson Elementary	9:45 a.m. - 1:00 p.m.
Bowie Elementary	9:50 a.m.-12:30 p.m.
Braeburn Elementary	9:45 a.m.-12:40 p.m.
C. Martinez Elementary	9:55 a.m.-12:20 p.m.
Cornelius Elementary	9:45 a.m. - 1:00 p.m.
Crespo Elementary	9:50 a.m.-12:40 p.m.
Frost Elementary	9:45 a.m.-12:50 p.m.
Garden Oaks Elementary	9:55 a.m.-12:45 p.m.
Hohl Elementary	9:55 a.m.-12:25 p.m.
Katherine Smith Elementary	9:45 a.m. - 1:15 p.m.
Sanchez Elementary	9:50 a.m. - 1:15 p.m.
Sanderson Elementary	9:40 a.m.-12:45 p.m.

Scroggins Elementary	9:45 a.m.-12:50 p.m.
Stevens Elementary	9:50 a.m.-12:50 p.m.

Source: HISD Office of Food Services

Food Services does not set serving periods at school cafeterias. Under site-based management, principals at each school are responsible for setting serving periods.

Recommendation 180:

Design and implement a more efficient food preparation and serving system for the district and each individual cafeteria.

Management should calculate on a monthly basis meals per labor hour (as opposed to meals per FTE) for Food Services and its individual cafeterias and establish overall and individual cafeteria goals for labor productivity. The selected measure of productivity should be monitored on a ongoing basis. Once productivity is measured and tracked, variances against standards or trends among cafeterias can be identified and addressed in a timely manner.

The measure of productivity should also be used as a basis for further investigation. Ways of improving the existing system should be continuously sought. Food Services management should take an inventory of the deficiencies in kitchens, food preparation equipment, serving lines, and cafeterias. Management should examine the current on-site production system and design a more efficient means of food preparation and delivery for the district and each individual cafeteria using up-to-date food service know-how. With increases in efficiency, staffing should be adjusted appropriately.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The area supervisors of Delivery Services work with managers of cafeterias with low productivity, as identified in Appendix U of this report, and determine the reasons for each cafeteria's low productivity.	February 1997
2. The manager of Delivery Services, with the assistance of the area supervisors, determines any variances against established standards or trends among the cafeterias and reports this information and recommended solutions to the assistant superintendent of Food Services.	March 1997
3. The assistant superintendent, with the assistance of Accounting and Technology and Information Systems staff, develops a management	May 1997

information system for generating productivity reports for each Food Services district and each individual cafeteria on a monthly basis. Student Nutrition Accountability Program (SNAP) system management reporting capabilities explored before any new systems are developed or purchased.	
4. Any immediate solutions for low productivity are implemented by the area supervisors of Delivery Services.	August 1997
5. Area supervisors are recognized for exceeding productivity standards, while poor performance is identified and corrected.	Ongoing
6. Area supervisors discuss productivity reports with senior attendants at each cafeteria and devise ways to correct deficiencies.	Ongoing

FISCAL IMPACT

HISD could save more than \$997,000 in labor costs annually if the number of MPLH was raised to 14 for all cafeterias (the minimum TEA standard for HISD schools based on the number of meal equivalents). At this productivity rate, HISD would save 172,500 labor hours. These hours are the equivalent to 126 employees (172,500 hours / 1,365 hours a employee) at an hourly rate of \$5.78 (\$4.93 plus 17.23% for benefits).

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Reduce labor cost through increased labor productivity.	\$0	\$997,000	\$997,000	\$997,000	\$997,000

FINDING

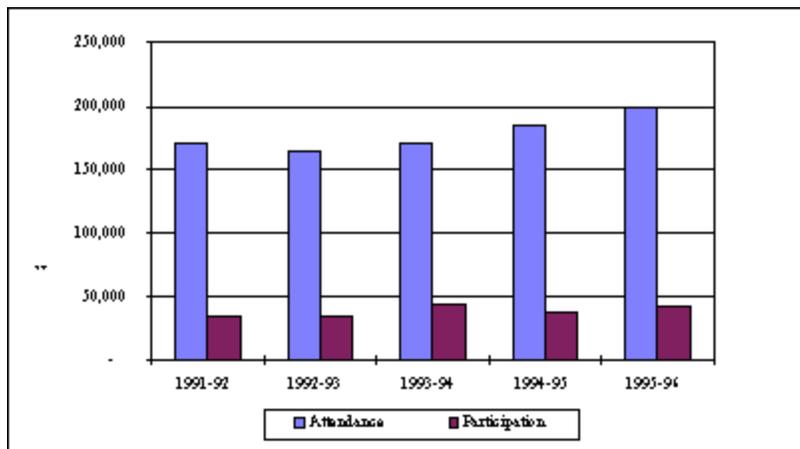
The National School Breakfast Program is divided into two components: one for regular students and one for severe-need students. There are two levels of participation rates: meal program participation (breakfast and lunch) and individual participation for each revenue source (paid, free, and reduced-price).

The overall meal program participation rate measures students served against total enrollment, regardless of whether the student pays for the meal or receives a subsidy. Individual participation rates measure students served against those eligible to be served in a particular subsidy program (free, reduced-price). Many factors affect participation in general, including food quality, food selection, competing food products, and length of meal lines. Participation in federal meal programs is affected by

other factors as well. Students that are eligible to receive benefits of a subsidy program may not participate due to lack of notification or a decision by the student not to participate.

While meal participation rates in the National School Breakfast Program have remained fairly flat since school year 1991-92, there is a wide disparity among individual schools. Exhibits 10-22 and 10-23 compare the average daily participation in the National School Breakfast and Lunch Programs and average daily attendance. Average daily attendance (attendance) is the average number of students attending school each day, while average daily participation (participation) is the average number of students participating in a particular food program.

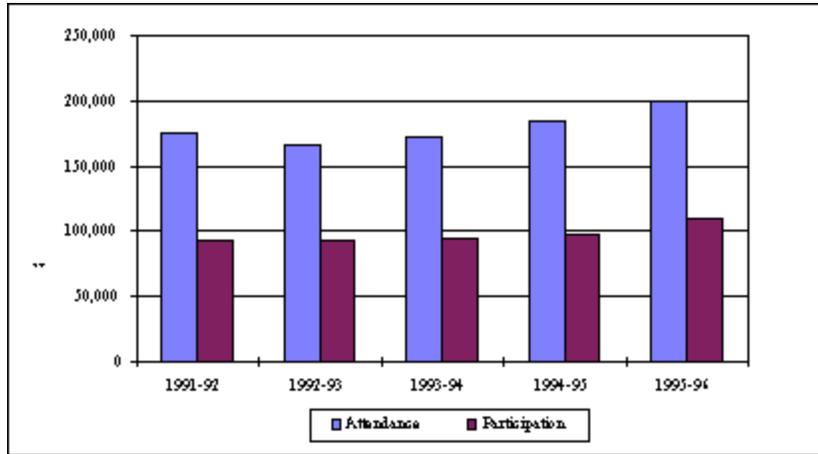
Exhibit 10-22
Comparison of Attendance and Participation in School Breakfast Program
School Year 1991-1995



Source: Various reports from HISD Food Services Accounting and Administration

As a percentage of attendance, participation in the School Lunch Program has remained more or less flat over the past five years.

Exhibit 10-23
Comparison of Attendance and Participation in School Lunch Program
School Year 1991-1995



Source: Various reports from HISD Food Services Accounting and Administration

Note: 1995-96 is based on partial year results as of the end of March 1996

An analysis of participation in the Lunch Program for the 1995-96 school year revealed a wide variation in free lunch and reduced-price participation rates among individual schools (Exhibit 10-24).

**Exhibit 10-24
Range of Free and Reduced-Price Participation Rates
by Type of School
School Year 1995-96**

Type of School	Participation	Participation		
	in Free Lunch Program	in Reduced-Price Lunch Program	Low	High
Elementary Schools	65.7%	110.54%	33.37%	128.34%
Middle Schools	23.08%	108.93%	6.26%	69.35%
High Schools	14.06%	45.77%	4.69%	49.07%

Source: HISD Food Service Accounting and Administration

Note: Actual participation may be greater than initial estimates of eligibility, which explains percentages that are greater than 100 percent.

While there are no absolute industry standards for participation, reasonable performance targets for participation are 60 percent for elementary schools, 50 percent for middle schools, and 40 percent for high schools. These levels are based on the experiences of a large national provider in school with a similar economically disadvantaged population as HISD.

Most HISD elementary schools have participation rates much higher than 60 percent. All elementary schools have participation rates for the free lunch program at or above 60 percent. For the reduced-price lunch program, 74 percent of elementary schools are at or above 60 percent.

COMMENDATION

Food Services is commended for achieving free and reduced-price participation rates at its elementary schools that are well above 60 percent. In addition, Food Services was recently ranked third among U.S. public and private schools for providing varied, low-fat, vegetarian meals for breakfast and lunch, according to a survey by Physicians Committee for Responsible Medicine.

FINDING

As revealed in Exhibits 10-25 and 10-26, many middle schools have free lunch and reduced-price participation rates below 50 percent, and many high schools at HISD have participation rates well below 40 percent.

Exhibit 10-25
Free and Reduced-Price Participation Rates
Middle Schools
1995-96



Source: HISD Food Service Accounting and Administration

While overall free and reduced-price participation rates at HISD are acceptable, the high participation rates at elementary schools appear to be compensating for the low rates at middle and high schools. HISD could generate an additional \$1.7 million in revenues annually if elementary, middle and high schools currently operating with participation rates of less than 40, 50 and 60 percent, respectively, in their free and reduced lunch programs could achieve these minimum participation rates. Appendix U, Exhibits U-4, U-5, U-6, and U-7, provides participation rates for individual schools at HISD.

Several factors are affecting participation at HISD. Food Services does not have a means of tracking or reporting participation rates at individual schools. Without management reports, Food Services is not able to identify schools with low participation or to address the issues causing low participation at individual schools. Conversely, Food Services is also not able to identify best practices developed by schools with high participation rates or to adopt these practices at other schools in the district.

Another major factor affecting participation is competition from other HISD services. Competition from Parent Teacher Organizations (PTOs), in-school stores, and vending machines are taking business away from Food Services. PTOs are allowed to sell food in direct competition with cafeteria operations. Vending machines and stores housed within schools are also competing with the school cafeterias. Vending machines earn over \$1 million each year. These revenues are not channeled to Food Services, but are instead deposited into the school principal's activity fund.

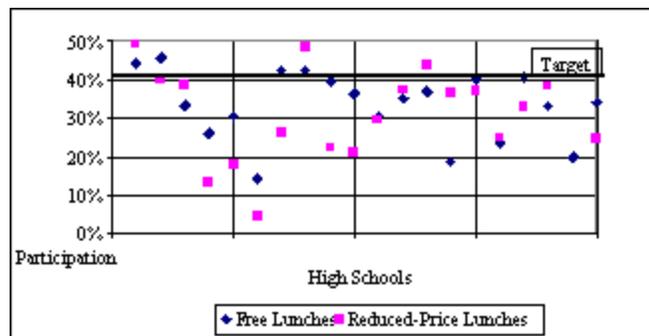
In some schools, these practices appear to be in conflict with HISD policy. HISD Administrative Procedures Section 319.700 states:

The Food Services Department, in agreement with successful bidders and in accordance with federal guidelines on competitive food, will control the types of competitive food and drink offered for sale, the number and kinds

of machines or dispensers used in the dining room and snack bars. All commissions or net profits earned from these operations will accrue to the Food Services Department. . . Revenue from vending machines situated in all other areas of the school . . . shall be controlled by the school principal and processed through the Activity Fund.

National School Lunch Program regulations prohibit placement of vending machines inside the cafeteria. Vending machines are operating in the cafeteria of Reagan High School in direct violation of these regulations.

Exhibit 10-26
Free and Reduced-Price Participation Rates
High Schools
1995-96



Source: HISD Food Service Accounting and Administration

As discussed in Subsection C, the 14 area supervisors for Delivery Services inappropriately spend some of their time delivering emergency food requests and, as a result, do not devote enough time addressing low participation rates at school cafeterias. Another factor affecting HISD participation rates is the lack of a renotification procedure. HISD does not renotify students that they qualify for free or reduced price meals. Consequently, some students who remain eligible are not participating in the program.

Based on input from students and community members, long lunch lines and poor food quality may be contributing to lower participation rates. The focus group meetings with community members showed less concern over the quality and selection of food and greater concern with long lunch lines. Student interviews, on the other hand, indicated a strong dissatisfaction with the quality and selection of food and the poor presentation of food at the service counter. Food Services does not regularly survey students, and this review was apparently the first attempt to obtain student input through a districtwide survey. At the time of this report, only one survey, a 1995 survey at Lamar High School, had been conducted by Food Services.

Recommendation 181:

Formulate a strategy for monitoring, analyzing, and increasing participation rates in the School Breakfast and Lunch Programs, particularly for middle and high schools.

HISD should discourage the practice of allowing PTOs and vending machines to compete with Food Services operation. During school, PTOs and vending machines should be allowed to operate only during nonmeal hours. Performance evaluations of area supervisors should, in part, be based on the participation rates of the cafeterias in their districts.

HISD administration should examine its renotification procedures to ensure that all students eligible for the Child Nutrition Program are certified and able to participate in the programs. Food Services should survey its customers every two years and establish a Food Services Advisory Council composed of teachers and students. This advisory council should carefully examine any complaints or suggestions from its customers and address them in a timely manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services with the assistance of the manager of Delivery Services devises and implements a plan to reduce the number of emergency food requests so that area supervisors can devote more time to increasing participation.	February 1997
2. The manager of Delivery Services with the assistance of area supervisors identifies factors adversely affecting participation and proposes recommended solutions to the assistant superintendent of Food Services. Schools with above average participation are reviewed to identify best practices.	April 1997
3. The assistant superintendent of Food Services, in conjunction with Technology and Information Systems and District Accounting, develops a system for monitoring participation at individual school cafeterias.	July 1997
4. The assistant superintendent of Food Services discusses and resolves issues involving competition from PTOs and vending machines and the renotification procedures with the deputy superintendent of District Administration. Specific areas to be addressed include location of vending machines and limitations on the activities of PTOs and the use of vending machines during lunch period.	July 1997
5. Area supervisors are recognized for favorable trends in participation rates. while unfavorable trends are identified and corrected in a timely	Ongoing

manner.	
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FISCAL IMPACT

HISD could generate an additional \$1.7 million in revenues annually if elementary, middle, and high schools currently operating with participation rates of less than 60, 50 and 40 percent, respectively, in their free and reduced lunch programs were to achieve these minimum participation rates. Revenues could be increased by \$378,000 by targeting the 31 schools with low free lunch participation rates. Likewise, an increase of \$72,000 could be realized by targeting the 80 schools with low reduced-price lunch participation rates. With these minimum participation rates in both free and reduced-price lunch programs, revenues would increase by \$450,000. After taking into consideration increased food cost at 41 percent of additional revenue, net revenue would increase by \$265,500. It is assumed that labor and other costs would not increase significantly, if at all.

The lower participation rate has a domino effect on additional sources of revenue available to HISD. For instance, HISD is eligible to receive \$675 per student in state compensatory funds for every child participating in the free or reduced-price meal program. By increasing participation in this program and bringing the additional 2,104 students into the program, HISD would receive an additional \$1,420,200 in state compensatory funds each year.

Another revenue source affected by participation levels is the earned commodity credit. School districts earn commodity credits based on the free, reduced-price, and paid participation rates for the entire year. Currently, a \$0.1425 credit is earned for each lunch meal served. If participation rates were increased to these minimum levels, capturing the additional 263,000 meals (125 serving days for 2,104 students), an additional \$37,400 of commodity credits would be earned each year.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Increase participation rates in School Lunch Program.	\$0	\$1,723,100	\$1,723,100	\$1,723,100	\$1,723,100

FINDING

Based on information provided by HISD, Food Services spends \$0.79 a meal on food, which is within the suggested range of food cost per meal in TEA's resource guidelines. However, HISD could achieve savings in food cost through commodities pre-processing. Commodities pre-processing converts raw products (provided through the federal commodities program) into end products at a centralized location and reduces the amount of labor required to prepare the food at each individual cafeteria. Exhibit 10-27 presents a sample of commodity food products that could be subject to pre-processing.

Exhibit 10-27

Selected Federal Commodity Products Subject to Pre-Processing

Commodity	Used & In-Storage	Received As	Could be Processed Into
Cheese	4,960	6 per case/ 5 lb. each	Shredded cheese or cheese slices
Salad oil	7,200	6 per case/ 1 gallon each	Salad dressings
Whole turkeys	2,719	1 box/ 2 turkeys at 22 lb. each	Roasts, hot dogs, ham, bologna and pot pies
Turkey roast	4,679	1 box/ 4-8 12 lb. each	Hot dogs, ham, bologna and pot pies
Turkey ham	1,960	1 carton/40 lb.	Hot dogs, ham, bologna and pot pies
Beef roast	1,284	1 carton/40 lb.	Steak fingers
Ground beef	32,647	1 case/ 36 lb.	Steak fingers, patties, chopped steak patty, chicken fried steaks
Ham	3,321	1 case/40 lb.	
Wheat flour	2,964	1 package/5 ten LB bags	Hamburger buns
White flour	19,649	1 package/ 5 ten LB bags	Hamburger buns

Source: A National Food Processor

Although pre-processed food items are more expensive than bulk food items, they are typically less expensive, pound-per-pound, than cooked items. Pre-processed food suppliers can achieve cooking yields of 81 percent, while traditional cooking techniques only yield 45 percent. Yield

is a term used to describe the amount of the food product that is left after cooking. In other words, cooking one pound of whole turkey by traditional means yields 7.2 ounces, while pre-processed turkey yields 12.96 ounces.

Using pre-processed food also results in reduced labor, energy, and storage cost. Pre-processing reduces the amount of time for food preparation and usage of ovens and freezers by employees.

As shown in Exhibit 10-28, one pound of turkey prepared by traditional means costs \$1.33, while pre-processed turkey costs only \$1.29. Pre-processing, in effect, represents a price reduction of 3 percent over the traditional means of preparation. Pre-processing of food at a central site should not be confused with the purchase of processed foods. From the student's perspective, pre-processing will have little or no effect on the quality or nutrition of a meal.

Exhibit 10-28
Cost Comparison of Unprocessed and Pre-Processed Food

Traditional Preparation		Pre-processing	
Before Cooking		Before Cooking	
1 lb.	\$0.60	1 lb.	\$0.60
After Cooking		After Cooking	
7.2 oz	\$0.60	12.96 oz	\$1.04
1 lb.	\$1.33	1 lb.	\$1.29

Source: A National Food Processor

Recommendation 182:

Increase the use of pre-processed commodities in food preparation.

HISD should use pre-processed commodities to lower overall food costs. The use of pre-processed food will provide the additional benefits of relieving some of the pressure for kitchen space common at numerous cafeterias in the district and will likely reduce the number of accidents and resulting injuries.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services and the director of Delivery Services determine how to increase the use of pre-processed	April 1997
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food items in meal preparation. The assistant superintendent of Food Services and Accounting establishes food cost standards and develops budgeted food costs to achieve this standard.	
2. The assistant superintendent of Food Services and the director of Delivery Services implement plans for using more pre-processed food items.	May 1997
3. Area supervisors are commended for cafeterias with lower costs than the established food cost standards, while those with higher costs are identified and corrected.	Ongoing
4. Area supervisors discuss cost-per-meal reports with senior attendants at each cafeteria and devise ways of reducing costs in excess of the established standard.	Ongoing

FISCAL IMPACT

Donated commodities in school year 1994-95 were \$3 million. By pre-processing these food products, a reduction in food cost (of at least 3 percent) could be achieved, resulting in \$90,000 of annual savings. The fiscal impact of expected labor savings is included in a previous recommendation.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Reduce food cost through pre-processing.	\$0	\$90,000	\$90,000	\$90,000	\$90,000

Additional savings in food costs could be achieved through outsourcing. One of the largest private food service providers has achieved a food cost of \$0.65 per meal for its school district clientele. Increased purchasing power and industry best-practices for food preparation and employee training are examples of benefits that can be realized through outsourcing.

Chapter 10:

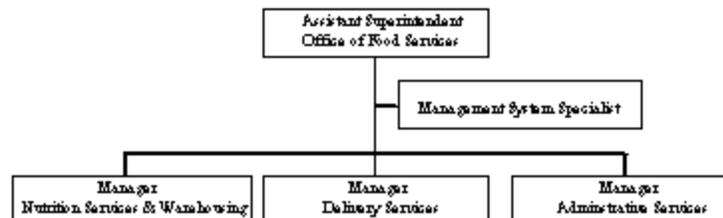
C. ORGANIZATION AND MANAGEMENT

FINDING

The organization of HISD Food Services does not logically combine similar functions, resulting in extra layers of management. The manager of Nutrition Services and Warehousing directs and supervises not only the Quality Control Department and all nutrition-related education and services, but also the Food Services Warehouse. The manager of Administrative Services coordinates and approves all aspects of school kitchen facility planning, accounting, and pupil data, and also manages the maintenance functions for the department.

Only four individuals, managers of Nutrition Services and Warehousing, Delivery Services and Administrative Services, and Management Systems, report to the assistant superintendent for Food Services. This span of control was found to be too small compared to a span of control of seven found in other organizations. **Exhibit 10-29** shows the current Food Services senior management structure.

Exhibit 10-29
Senior Management Structure
Office of Food Services



In addition, the Student Eligibility department has three managers for a staff of seven employees. One manager could effectively manage this area.

The written job description for area supervisors in Delivery Services includes administering all cafeteria operations in 21-23 campus sites; providing advice and interpretations of cafeteria policies relative to USDA, state, HISD and city regulations to school principals; and

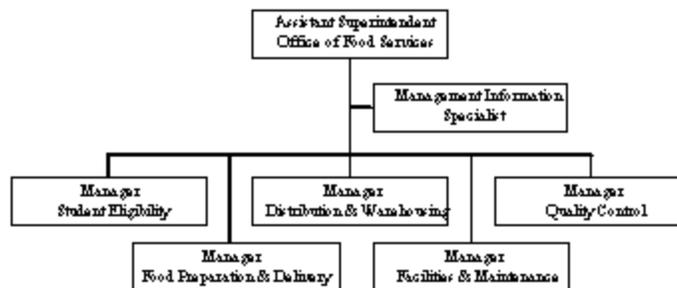
increasing participation. However, the 14 area supervisors spend much of their time delivering emergency food requests, arranging for substitute cafeteria workers, and completing grocery orders and activity reports, and do not devote enough time addressing management issues, such as low participation rates at school cafeterias.

Recommendation 183:

Reorganize the management structure of Food Services.

The assistant superintendent of Food Services should develop a senior management team composed of six key managers in charge of the following areas: Student Eligibility, Food Preparation and Delivery Services, Distribution and Warehousing, Facilities and Maintenance, Quality Control, and Management Information (Exhibit 10-30).

**Exhibit 10-30
Revised Organizational Structure
Office of Food Services**



This management structure would provide more autonomy and accountability for each manager over his or her area of specialization. With an overall reduction in emergency food requests, as later discussed in this chapter, the area supervisors would be able to focus more energy on increasing participation at school cafeterias. The manager of Student Eligibility should directly manage nine employees.

If HISD outsources Food Services, a single director of Food Services from the management company will replace the director of Distribution and Warehousing, the director of Food Preparation and Delivery, and the Management Information Specialist (Exhibit 10-12). The management positions for Student Eligibility and Quality Control will be downgraded to assistant positions. Responsibilities for Facilities and Maintenance will be transferred to FMO. Food Services Purchasing and Accounting, which currently report to other departments outside Food Services, will also be transferred to the management company.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services determines the skills essential for managing each of the key functions of Food Services and compares them with the skills of the senior management team.	February 1997
2. The assistant superintendent of Food Services evaluates the actual day-to-day activities of each manager and supervisor and compares these activities with the roles and responsibilities outlined for their respective positions.	March 1997
3. The assistant superintendent of Food Services forms a senior management team of individuals with the essential skills to manage each area of Food Services, and delegates the responsibility for each area of operations to the respective managers.	April 1997
4. The assistant superintendent of Food Services holds monthly meetings of the senior management team to identify and resolve issues that affect more than one area of Food Services.	Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

There is considerable duplication of effort and performance of unnecessary tasks in several Food Services administrative areas. These areas are discussed individually below.

Food Services Report Processing

Approximately 10 percent of the 241 school cafeterias prepare weekly food service reports manually; the remaining campuses use the SNAP computer system to produce these reports. Nevertheless, the same data elements on all food service reports are manually entered weekly on two different spreadsheet systems by six different food service employees. Summarized information on these spreadsheets is then manually entered on federal claim reimbursement forms. All data entry (report amounts to spreadsheets and spreadsheet amounts to claim forms) are verified, requiring additional staff time. Since the time of the review team's on-site interviews, Food Services has indicated that modifications in SNAP have addressed some of the duplication of effort in report processing, and duties of relevant personnel have been adjusted accordingly. However, no savings were achieved by these actions.

Employee Timekeeping

Time sheets for substitute food service workers are prepared manually on each campus. Food Services Administration manually records the exact same information on a separate form.

Clerical Functions

Three clerks are kept busy with tasks that do not appear to add value. One employee makes three trips daily to the Richmond site from the Lyons warehouse to obtain shipping tickets. A separate clerk makes the same trip from the Lyons warehouse to Richmond to pick up mail for Food Services. Another half-time employee is responsible only for forms distribution. In Food Services Accounting, a full-time clerk manually enters all deposits received daily from 241 cafeteria managers onto a manual spreadsheet to ensure that all deposits were made daily. This is the clerk's only function.

Forms

Since SNAP is not fully implemented, many forms are still prepared manually. Campus Food Services personnel must fill out numerous manual forms for purchase requests, cafeteria setup, and other functions. Information from some of these forms is scanned into one system (Purchasing) and key-entered a second time on another system (Data Processing). These issues should be addressed with the full implementation of SNAP in November 1996.

Secretaries

The three Food Services managers each has one secretary, and share a receptionist. Handwritten memos are often given to secretaries for typing, even though managers have their own computers.

Invoice Processing

Food Services' invoice processing is very cumbersome due to the billing practices of vendors. HISD receives 241 invoices per week (one per campus) from many vendors. Expenditure allocations to the campuses are necessary and time-consuming, but consolidated billing would relieve some of the effort. Food Services is planning to implement a new accounts payable system during the 1996-97 school year, which should reduce the effort to process invoices.

Student Eligibility

Student eligibility application data is entered twice for approximately 97,000 students, requiring an extra 1,000 labor hours each year. Since on-site interviews, HISD has indicated that this problem was resolved in August 1996.

Recommendation 184:

Reorganize and downsize the administrative functions of Food Services through automation and eliminate all redundant and unnecessary tasks.

After a thorough analysis of its workload and processes, as the management of Food Services should completely redesign the administrative functions of its department. The management of Food Services should complete the automation of its food service report processing at the 10 remaining cafeterias. All administrative employees should be evaluated based on the reports and tasks performed for the department, and management should eliminate any non-required administrative and clerical positions. Management should also evaluate vendor billing practices to support internal efficiency.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services and the senior management team identify all duplicative or unnecessary processes.	January 1997
2. The assistant superintendent of Food Services streamlines and automates the processes to eliminate duplicative or unnecessary tasks.	May 1997

FISCAL IMPACT

The elimination of all duplicative and unnecessary tasks would result in annual savings of \$198,000 (nine FTEs at an average of \$22,000 per year). This represents a 30 percent reduction in clerical personnel at Food Services' central office, including four positions in Food Service Accounting and three positions in Food Services Administration.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Reorganize and downsize administrative functions.	\$0	\$198,000	\$198,000	\$198,000	\$198,000

FINDING

Policies and procedures, which are scattered throughout many documents, files, and manuals, do not contain all the necessary components, and are not distributed to key staff and management. A Food Services Policies and Procedures manual is also not made available to new staff and management to ensure that consistent policies and procedures are followed. Examples of insufficient policies and procedures are discussed below.

Allegations of Theft and Waste

A KTRK-TV Channel 13 investigative report filmed and televised employees removing bags from Food Services' facilities, which were purported to contain usable food. These reports implied that theft and waste were frequent and widespread.

HISD completed an internal investigation and concluded that "there does not appear to have been an inordinate amount of food waste and loss from the district's kitchens." The report also stated that the district has already "implemented several procedures to reduce petty theft: strict enforcement of disciplinary procedures to set examples, increased training, and spot checks/searches." The report also recommends that "management more effectively utilize production reports as an efficient and effective tool to monitor petty theft and waste." In a letter dated July 15, 1996, the Texas Education Agency concurs with HISD's investigation stating "the district has done a thorough job in investigating the allegations and has taken appropriate corrective action where necessary." In a separate letter dated August 7, 1996, the District Attorney's Office concluded that the internal audit report "identified management problems but did not present any prosecutable cases."

Under the National School Lunch and Breakfast Programs, a school is required to offer a minimum number of food components per meal. Food Services has implemented "offer vs. serve" in all grades except pre-kindergarten and kindergarten. "Offer vs. serve" is a serving method designed to reduce food waste and food costs in the School Lunch Program without jeopardizing the nutritional integrity of the lunches served and allows students to choose fewer than all of the food items in the lunch pattern (plan). "Offer vs. serve" allows students to choose only the meal components they intend to consume. However, all school cafeterias at HISD are not using "offer vs. serve," and, as a result, may be wasting more food than is necessary. Under site-based management, some principals have chosen not to use "offer vs. serve" at their schools.

Safety and Sanitation

Food Services does not currently have policies and procedures in the event of an ammonia leak or for operating freight elevators, pallet jacks, and forklifts in the aged Lyons building where workers reported four leaks in 11 years. Food Services has also not established any kitchen or warehouse safety procedures. Furthermore, the current policy and procedures manual does not address who is responsible for maintaining, distributing, and in-service training of safety and sanitation procedures. In one instance, the review team observed an open exposed non-fat dry milk bag lying atop other bags in a refrigerated room in the Lyons Building. An employee said the bag would be removed the next day.

Pricing

Price structure, price setting methodology, and charging are not addressed in current policies and procedures.

Facilities Management

Current policies and procedures do not address the extracurricular use of facilities. The Finance Procedures Manual addresses only money-raising activities and does not mention the use of Food Services facilities for other activities. Food Services also does not have equipment replacement or production policies and procedures.

Inventory Controls

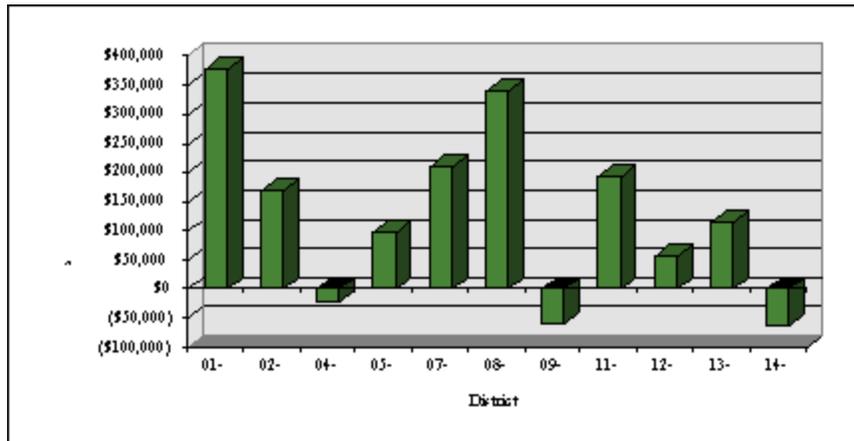
Food Services does have established policies and procedures for taking physical inventories at individual school campuses. However, policies and procedures are not present for taking physical inventories; identifying items whose past usage does not justify additional purchases; or disposing of obsolete, spoiled, damaged, or slow-moving inventory at the Lyons warehouse. Food Services also does not monitor materials and supplies returned to inventory or have controls over nonconsumable items. In general, Food Services does not have an adequate perpetual inventory system.

Financial Management

Policies and procedures do not exist for the preparation of budgets for the department or the monitoring or reporting of the budgets. There is a significant variance in the range of financial performance of campus food service operations, which indicates a lack of overall financial management. Districts 4, 9, and 14 are operating with above-average payroll and food costs when compared with other districts. Twenty-five campuses are operating with a deficit of \$20,000 or more for 1995-96.

Exhibit 10-31 presents the projected profitability of all regional districts in HISD.

Exhibit 10-31
Food Services Profitability by District for School Year 1995-96
As of February 28, 1996



Source: Financial Statements, HISD Office of Food Services

Procedures for maintaining participation and revenue records are also not addressed. The Finance Procedures Manual focuses on the following food service funds: money carrier services, cashier services and change funds, deposit procedures, and completion of activity reports. However, the procedures have not been updated to consider the new automation process. Cafeteria managers do not have a copy of the Finance Procedures Manual.

Recommendation 185:

Develop and enforce appropriate policies and procedures and implement a perpetual inventory system for Food Services.

Policies and procedures should be developed and implemented for emergency situations, such as ammonia leaks, pricing of merchandise, budgeting, and other financial tasks. Management should also implement a perpetual inventory system and establish procedures for inventory controls at the Lyons warehouse.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Nutrition Services and Food Services Purchasing implements a perpetual inventory system for Food Services.	March 1997
2. The assistant superintendent of Food Services requires the senior	May

management team to identify all key processes of their respective departments and develops policies and procedures regulating the key processes of the department.	1997
3. All policies and procedures are incorporated into a manual and distributed to management and staff.	July 1997
4. Each area manager trains their staff on the new policies and procedures.	August 1997

FISCAL IMPACT

The development of policies and procedures can be accomplished within existing resources. The one-time cost of training of current management and staff is estimated at \$24,200 (2,200 employees @ \$11 per person). The perpetual inventory system is estimated to be a one-time cost of \$30,000. Additional training should be incorporated into new employee orientation programs and should be accomplished within existing resources.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Train management and staff on the new code of conduct and the revised policies and procedures.	(\$54,200)	\$0	\$0	\$0	\$0

FINDING

Food service accidents are not routinely analyzed to identify needed changes and additional training requirements. An analysis of the accidents in the 1995-96 school year to date indicates that one out of every four people (27 percent of the food service workforce) experienced an accident this year (**Exhibit 10-32**).

Exhibit 10-32
Food Services Accidents by Type of Injury
School Year 1995-96

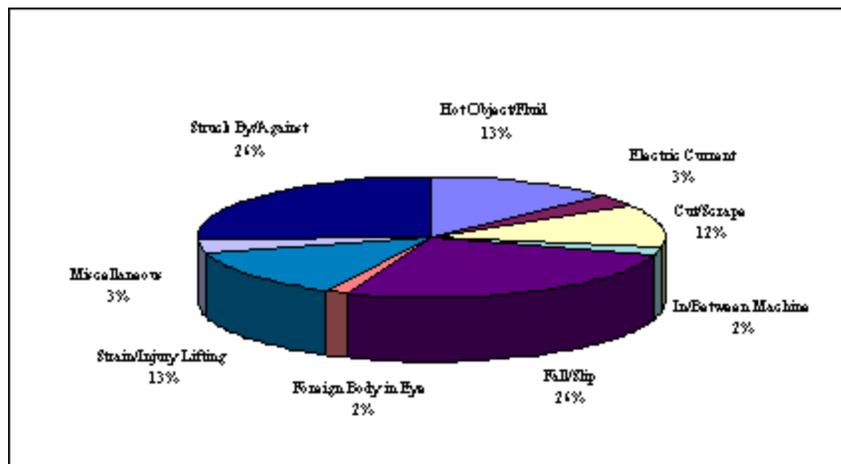
Type of Injury	Number of Injuries
Contusion	271
Strain	106
Burn	82

Laceration	82
Foreign Body in Eye	19
Miscellaneous	38
Total	598

Source: Food Services Accident Report

Falls/slips and being struck by objects are the most common accidents, representing over 50 percent of the total. Hot objects and cuts were the next largest at 25 percent (**Exhibit 10-33**).

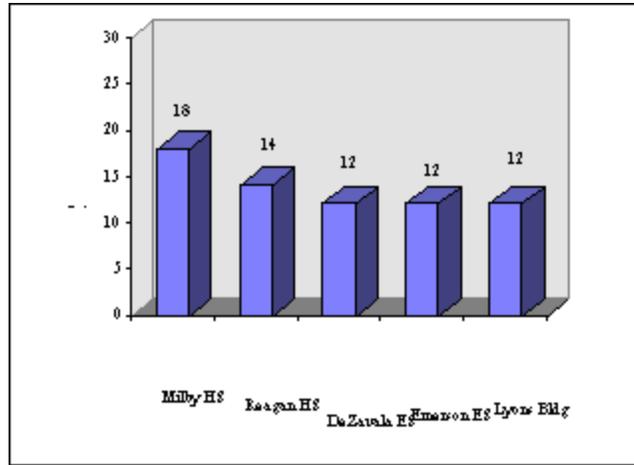
Exhibit 10-33
Food Services Accidents by Cause



Source: Food Services Accident Report

Six schools experienced 10 or more injuries during the year. **Exhibit 10-34** lists those schools and indicates the type of accidents reported.

Exhibit 10-34
Food Services Campuses with Over 10 Accidents



Source: Food Services Accident Reports

Two employees reported five injuries this school year. At the time of this report, no action had been taken to visit with those two employees to determine what can be done to eliminate or reduce the causes. Visits to the five schools with the highest accident rates had also not been made.

Notwithstanding these findings, the Asset and Risk Management Department indicated some improvement in Food Services' safety record and has made numerous safety training tapes available.

Recommendation 186:

Routinely analyze the reasons for Food Services accidents and enact preventive measures to reduce the frequency and severity of these accidents.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services coordinates the efforts of the senior management team and the Asset and Risk Management Department in analyzing the reasons for food service accidents.	February 1997
2. Asset and Risk Management assists the senior management team in implementing preventive measures to reduce the number and severity of accidents.	March 1997

FISCAL IMPACT

Food Services could save an estimated \$120,000 annually by reducing the frequency and severity of employee accidents. Through HISD's self insurance, Food Services has allocated approximately \$1.2 million

annually for workers' compensation insurance. This amount includes allocations for claims and administrative costs. It is estimated that Food Services could achieve a 10 percent reduction in workers' compensation cost after school year 1996-97.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Reduce employee accidents through analysis of reason for accidents and implementation of prevention measures.	\$0	\$120,000	\$120,000	\$120,000	\$120,000

Chapter 10:

D. MANAGEMENT INFORMATION AND REPORTING SYSTEMS

FINDING

A large scale project to automate Food Services, called the Student Nutrition Accountability Program (SNAP), is behind schedule and has not been provided enough technical and project management support from Technology and Information Systems. This project was initiated on a pilot basis in 1992 and, according to Food Services management, is being rolled out to other campuses as software functionality also expands. Only an implementation plan for the pilot program was provided to the review team. The planned roll-out to other campuses is not documented and is taking longer than necessary. Software projects of this size and complexity should take no longer than two years to fully implement; this project is now four years old.

The automation project for Food Services has cost HISD \$2.1 million to date for equipment and software. The budgeted cost was \$1.8 million, and the system is still not fully operational. According to Food Services management, overruns are primarily due to hardware issues, not software. Actual costs to date do not include trainer salaries, in-house system support personnel, or maintenance work order amounts.

Only two of the five major components are operational, as indicated in **Exhibit 10-35**.

Exhibit 10-35
Status of Major Components of Food Services Automation

Components	Operational Status
Remote site reduced/prepaid meal system	Yes
Remote site point of sale program	Yes
Remote site inventory and purchasing program	No
Remote site production and menu planning program	No
Management reporting	No

Source: HISD Food Services

Specific goals were established at the beginning of this project. **Exhibit 10-36** presents the status of these goals.

**Exhibit 10-36
SNAP Goals Status**

Project Goal	Assessment to Date
Implement the new software and hardware by December, 1993.	<ul style="list-style-type: none"> • Not fully implemented.
Establish a districtwide network using site based-school management system.	<ul style="list-style-type: none"> • Uses a dial-in modem system.
Provide comprehensive food service management system which "seamlessly" integrates with school site student records; school site attendance; point of sale hardware and software; food service purchasing and inventory; nutrition and recipe planning; processing of free and reduced applications; and financial accounting.	<p>Implemented and functioning:</p> <ul style="list-style-type: none"> • Point-of-sale implemented and functioning. • School site student records have been integrated into software. • Daily pre-production worksheets with factored and extended recipes and stockroom requisitions have been implemented <p>Components with difficulties:</p> <ul style="list-style-type: none"> • No interface exists for school site attendance records, purchasing, and inventory. • Recipe planning is not implemented. • Free and reduced applications require redundant data entry. • The system is not fully integrated with purchasing, inventory, and reporting modules. • Production planning is not implemented (to be implemented by the end of 1996-97 school year). • Ingredient and recipe databases are not implemented. • Automatic depletion of inventory by menu items produced and served is not operational.

Provide central Food Service office management with functional electronic access to purchasing and accounting, quality control, menu planning, and warehousing and delivery.	<ul style="list-style-type: none"> • Only certain members of management have access to this information and not all the information is available to date.
Reduce redundant paper processing and delivery.	<ul style="list-style-type: none"> • Redundant paper processing still exists.
Provide more timely information to management for decision-making and overall effective operations.	<ul style="list-style-type: none"> • Management reports are not being used to monitor participation.
Demonstrate to the HISD's Educational Task Force that "Reducing Paperwork and Increasing Productivity through Technology" is in fact a reality.	<ul style="list-style-type: none"> • Paperwork has been reduced somewhat but more reductions are needed. Cafeteria managers continue to complete their grocery orders manually. Certification staff must reenter data for new applications for free and reduced programs.

Source: HISD Food Services

Recommendation 187:

Complete the full installation of SNAP at all schools and train all necessary personnel by August 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services and the assistant superintendent for Technology and Information Systems develop a written implementation plan for the remaining roll-out of SNAP.	March 1997
2. The automation project for Food Services is completed.	July 1997
3. All personnel have been trained on all necessary information and management systems.	August 1997

FISCAL IMPACT

For the 1996-97 school year, HISD has budgeted \$300,000 to complete SNAP. As a result, this recommendation can be accomplished with these allocated resources.

FINDING

The lack of useful management information reduces accountability for performance in Food Services. HISD does not use goals and objectives to establish performance targets. No formal or informal goals or objectives were available for any segment of food service operations. Consequently, Food Services does not track performance measures to determine whether or not targets are achieved. In instances where management information is available, it is not analyzed to determine whether or not food service operations are being performed efficiently.

For instance, Food Services does not routinely calculate MPLH, nor does it assess each school's performance with respect to its own trends or compare its performance to similar schools or industry standards. A labor report is produced by Food Services, however, it does not take into consideration a la carte sales and does not relate labor hours to meals served. (Food Services management said that a la carte was not included during the May 1996 on-site interviews, but later indicated that it was included.) All MPLH statistics contained in this report were prepared by the review team.

Standards have not been established for how long it should take to prepare recipes or perform routine tasks, nor are actual times tracked against those standards. HISD does pre-cost menus, but does not compare actual food costs to those estimated during pre-costing.

Food Services does not routinely assess the financial performance of the overall department or individual school cafeterias. Financial reports that are available are generally issued two to four months after month-end. The department also does not calculate a break-even point to assess its financial situation, and determine how resources should be allocated, or whether other actions should be taken.

Recommendation 188:

Establish performance standards that meet or exceed industry standards for each operational area of Food Services and develop and implement a management information system to compare results with the established performance standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services and the senior management team establish performance standards that meet or exceed industry standards for each functional area of Food Services.	March 1997
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2. The management information specialist of Food Services and Technology and Information Systems complete the component of SNAP that tracks and compares results with established standards.	May 1997
3. Accounting clerks input relevant data and generate monthly financial and management reports.	Ongoing
4. The assistant superintendent of Food Services and the senior management team conduct monthly meetings to identify deficiencies and work with cafeteria managers to correct these deficiencies in a timely manner.	Ongoing

FISCAL IMPACT

HISD has budgeted \$300,000 next year for the completion of SNAP. As a result, this recommendation can be accomplished with these allocated resources.

FINDING

The process for special or emergency food requests is expensive, time-consuming, and an inefficient way of doing business. The log for emergency food requests is a handwritten paper log. The information recorded on the log must be re-entered into the system to purchase and track the inventory and purchases. With more than 1,300 items logged in January 1996 alone, much time could be saved by automating the procedure and omitting the duplicate entry system. Food Services is also not periodically reviewing this information to pinpoint problem areas, training needs, and improvement opportunities.

Food Services classifies its emergency food requests into three categories: add-on, hot-shot, and will-call. An "add-on" is a special request or emergency request that is simply added on to the next scheduled delivery for the particular cafeteria. A "hot-shot" is a special request or emergency request that is delivered to the school site in a special HISD delivery truck by a warehouse delivery person. A "will-call" is a special request or emergency request that is delivered to the school site by an area supervisor or, in some instances, picked up by a cafeteria manager at the Lyons warehouse.

Exhibit 10-37 indicates that 31 schools had more than 10 requests for emergency deliveries in January 1996. (January was chosen randomly as a representative month for quality-control reasons.)

Exhibit 10-37
Campuses with More Than 10 Emergency Food Requests
January 1996

Campus	Number of Emergency Food Requests
Fleming Middle	51
Kashmere High	49
E. O. Smith Education Center	45
Eliot Elementary	42
McReynolds Middle	40
Wheatley High	39
Crawford Elementary	38
Kashmere Gardens Elementary	38
McDade Elementary	37
Anson Jones Elementary	34
Atherton Elementary	33
Pugh Elementary	33
Isaacs Elementary	31
Key Middle	31
Scroggins Elementary	31
Raul C. Martinez Elementary	30
Nat Q. Henderson Elementary	29
Concord Elementary	28
Ross Elementary	25
Dogan Elementary	23
Milam Elementary	20
Sherman Elementary	19
Test Kitchen	17
Scarborough High	16
Lamar High	15
Sharpstown High	14

Jones High	13
Cornelius Elementary	12
Crespo Elementary	12
Yates High	12
Clinton Park Elementary	11

Source: Remote Emergency Entry Log, HISD Office of Food Services

The most requested emergency food items were french fries, orange juice, apple juice, and orange-pineapple juice (**Exhibit 10-38**).

Exhibit 10-38
HISD School Campus Analysis
Emergency Food Requests by Most Requested Items
January 1996

Item	Number of Requests
French Fries	61
Orange Juice	55
Apple Juice	52
Orange-Pineapple Juice	52
Breakfast Links	46
White Flour	44
Potato Rounds	41
Ground Beef	37
Taco Rolls	34
Chicken Tenders	31
Trays	28
Turkey Hams	27
Margarine	26
Rice	25
Morning Sausage	24
Turkey Combo	24
Waffles	24

Crunchy Fish	23
Frozen Eggs	22
Frozen Peaches	22
Turkey Sausage	22
Salad Oil	21
Apple Sauce	20
Cut-up Chickens	20
Frozen Cherries	20
Turkey Roast	20

Source: Remote Emergency Entry Log, HISD Office of Food Services

Recommendation 189:

Develop and implement a computerized emergency food request system.

The computerized emergency food request log should allow Food Services to gather and analyze information on emergency food requests, such as the items most requested by cafeterias and the cafeterias most often using emergency food requests. By analyzing this information, Food Services can identify problems with individual cafeterias or in the distribution of food items and resolve them in a cost-effective and timely manner.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services develops a computerized emergency food request system for recording and tracking emergency food requests. If the SNAP system does not address emergency food requests, a spreadsheet subsystem should suffice.	May 1997
2. Accounting clerks input relevant data and generate monthly emergency food request reports.	Ongoing
3. The assistant superintendent of Food Services and the senior management team conduct monthly meetings to identify problems in the distribution of food and other items and ensure that the frequency and cost of emergency food requests are reduced.	Ongoing

FISCAL IMPACT

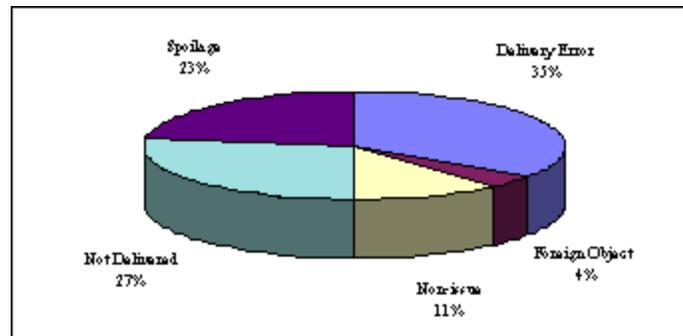
This recommendation can be accomplished with existing resources.

FINDING

Food Services does not have an automated quality control log that facilitates the identification and resolution of recurring quality control problems. The current quality control log is a manually maintained log of trouble calls from cafeterias and is used to record quality control reasons, such as undelivered items, delivery errors, spoilage, recipe problems, and problems with the food in general. More than 1,000 quality control problems were reported in 1995-96. Without an automated quality control system, problems cannot be effectively identified and addressed, which reduces the quality of food and services for HISD students.

In April 1996, Food Services recorded 124 quality-control reasons. (April was chosen randomly as a representative month for quality control issues.) More than 60 percent of the problems in April were either delivery error or non-delivered-but-promised items (**Exhibit 10-39**). The delivery errors and non-delivered items cause delays in menu substitutions. Without the delivery of necessary food and other items, emergency food requests must be made.

Exhibit 10-39
Quality Control Reasons
April 1996

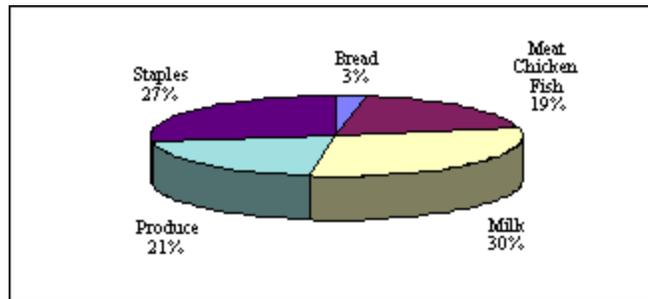


Source: Quality Control Logs, HISD Office of Food Services

Approximately 30 percent of the logged problems in April 1996 resulted from delays in delivering milk or picking up empty milk crates (**Exhibit 10-40**). The milk and orange juice vendors are contracted through Purchasing and are not directly managed by Food Services. At the time of this report, the milk vendor had not corrected the problem of empty milk crates, which causes a safety issue. One school had accumulated 300 milk

crates under which they could not clean and which could topple on employees.

Exhibit 10-40
HISD Quality Control Log
Problem Foods
April 1996



Source: Quality Control Logs, HISD Office of Food Services

Recommendation 190:

Develop and implement a computerized quality-control log to monitor and address quality issues in a timely manner.

These issues should be investigated and resolved in order to meet established quality control performance measures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Food Services establishes quality-control targets and tolerance levels for exceptions.	March 1997
2. The management information specialist of Food Services develops a computerized quality-control log and integrates the log into the overall management information system. If the SNAP system does not address quality-control reporting, a spreadsheet subsystem should suffice.	May 1997
3. Accounting clerks input relevant data and generate monthly quality-control reports.	Ongoing
4. The assistant superintendent of Food Services and the senior management team conduct monthly meetings to identify quality issues and ensure that the issues are resolved in a timely manner.	Ongoing
5. The assistant superintendent of Food Services investigates specific recurring quality-control exceptions to identify causes and prevent future exceptions.	Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Food Services has nearly \$22 million in fixed assets; however, its maintenance department does not have a documented preventive maintenance program and purchase/replacement policies. Food Services also does not use its automated work order system to monitor status of work orders.

Preventive Maintenance Program and Replacement Policy

Preventive maintenance is defined as a program in which wear, tear, and change are anticipated and continuous corrective actions are taken to ensure peak efficiency and minimize deterioration. It involves a planned and controlled program of systematic inspection, adjustment, lubrication, and replacement of components as well as performance testing and analysis. All should be scheduled in accordance with written maintenance instructions.

Food Services does not have a documented preventive maintenance program for its fixed assets. Specifically, the maintenance department of Food Services does not maintain a master file of all equipment and a timetable for performing regular maintenance on this equipment or a documented repair and maintenance history for individual pieces of equipment. Certain pieces of equipment are maintained via an informal preventive maintenance program during the summer months. The maintenance department also does not have written procedures for repairing and maintaining specific types of equipment.

The maintenance department does not analyze the number of monthly or annual breakdowns, the number of breakdowns by type of equipment, the time required to repair equipment, or the losses incurred due to repairs. Consequently, the causes of equipment failure are not analyzed, resulting in very little input to management regarding design requirements for new equipment. Maintenance work orders also are not categorized by preventable and nonpreventable breakdowns.

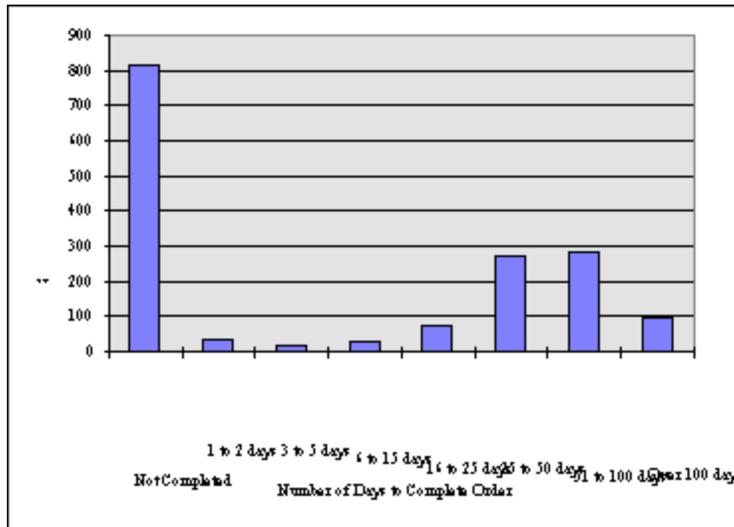
HISD also does not have an equipment replacement policy. It appears that HISD purchases equipment on an as-needed basis instead of planning the acquisitions based on the age of asset.

Work Order System

The automated work order system is not used to monitor the completion of work orders.

Exhibit 10-41 indicates that 50 percent of the work orders placed in August and September 1995 were not complete as of April 30, 1996.

**Exhibit 10-41
Length of Time to Complete Work Orders**



Source: Maintenance Work Order Reports, HISD Office of Food Services

Note: Status as of April 30, 1996 of Work Orders Placed in August and September 1995

Food Services management explained that these results were caused by a software problem that has since been corrected. Nonetheless, the work order process still requires significant manual effort.

Exhibit 10-42 indicates that work orders for refrigerator and freezers are the most frequent, followed by orders for miscellaneous equipment and dishwashing machines.

**Exhibit 10-42
Work Orders by Type of Equipment
September 1995**

Type of Equipment	Number of Work Orders
Refrigerator/Freezer	388

Miscellaneous Equipment	203
Dishmachine	133
Service Calls	129
Oven/Stove	126
Steamer	117
Pipe/Sink	99
Disposal	79
Water Heater	56
Pre-Rinse	50
Boiler	46
Supply	43
Steam Table	41
Washer/Dryer	37
Water Cooler	31
SNAP	28
Serving Line	23
Total	1,629

Source: Maintenance Work Order Reports, HISD Office of Food

Services

Recommendation 191:

Establish a documented preventive maintenance program and replacement policy for Food Services vehicles and equipment, and complete and use the existing work order system.

The existing work order system should be adapted to allow the Food Services staff to enter the service call directly into the computer system, print the service order with a given priority number, and assign the order to a maintenance employee. This system would eliminate problems, such as lost work orders.

With minor adjustments, this system could also assist management with prioritizing calls based on whether the problem could cause danger to the employees or students, could result in spoilage to the food, or is merely a routine call to repair a noncritical piece of equipment. The system could

also assist management with preventive maintenance and replacement policies by identifying those assets that require frequent repairs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The supervisor of Maintenance develops a preventive maintenance program and replacement policy for Food Services vehicles and equipment.	March 1997
2. The assistant superintendent of Food Services approves or refines and then approves the preventive maintenance program and replacement policy.	April 1997
3. The supervisor of Maintenance and the Management Information Specialist evaluate the capabilities and limitations of the current work order system and develop a proposal for adapting the current work order system to meet the department's current requirements.	May 1997
4. The preventive maintenance program and replacement policy is fully implemented.	June 1997
5. The updated work order system is fully implemented.	June 1997

FISCAL IMPACT

The preventive maintenance and replacement policies can be developed using existing resources. Updating the work order system is covered in **Chapter 5 - Facilities and Energy Management**; it should not result in any additional cost for Food Services.

Chapter 10:

E. COMPARISON OF SAVINGS AND COSTS OF OUTSOURCING VERSUS IN-HOUSE IMPROVEMENTS

This section summarizes HISD's Food Service options. Over the next five years, outsourcing will save \$11 million more than what could be achieved though in-house improvements. This difference excludes the anticipated renovation cost of \$6.1 million for the Lyons Building.

Option I provides the savings that could result from phasing in the outsourcing of Food Services over the next three years and from implementing two recommendations unrelated to outsourcing

(**Exhibit 10-43**).

Option II provides the savings that could result from in-house improvements should the HISD Board of Education choose not to outsource Food Services (**Exhibit 10-44**).

Exhibit 10-43
Option 1: Summary of Potential Savings and Costs under Outsourcing

Recommendations	1996-97	1997-98	1998-99	1999-00	2000-01
Outsource Food Services.	\$0	\$922,270	\$3,291,600	\$6,252,700	\$6,252,700
Increase participation rates in School Lunch Program for all school cafeterias.	\$0	\$1,723,100	\$1,723,100	\$1,723,100	\$1,723,100
Establish preventive maintenance and replacement policies and use existing work order system.	--	--	--	--	--
Net Savings	\$0	\$2,645,370	\$5,014,700	\$7,975,800	\$7,975,800

Exhibit 10-44
Option 2: Summary of Potential Savings and Costs under In-House Improvements

Recommendations	1996-97	1997-98	1998-99	1999-00	2000-01
Reduce labor cost through increased labor productivity.	\$0	\$997,000	\$997,000	\$997,000	\$997,000
Increase participation rates in School Lunch Program for all school cafeterias.	\$0	\$1,723,100	\$1,723,100	\$1,723,100	\$1,723,100
Reduce food cost through pre-processing.	\$0	\$90,000	\$90,000	\$90,000	\$90,000
Reorganize Food Services into logical business structure.	--	--	--	--	--
Reorganize and downsize administrative functions.	\$0	\$198,000	\$198,000	\$198,000	\$198,000
Develop and enforce appropriate policies and procedures and implement perpetual inventory system.	(\$54,200)	--	--	--	--
Routinely analyze reasons for accidents and identify preventive measures to reduce accidents.	\$0	\$120,000	\$120,000	\$120,000	\$120,000
Complete the installation and training for SNAP in the 1996-97 school year.	--	--	--	--	--

Establish performance standards and implement a management information system.	--	--	--	--	--
Develop and implement a computerized emergency food request system.	--	--	--	--	--
Develop and implement a computerized quality control log.	--	--	--	--	--
Establish preventive maintenance and replacement policies and use existing work order system.	--	--	--	--	--
Net Savings	(\$54,200)	\$3,128,100	\$3,128,100	\$3,128,100	\$3,128,100

Exhibit 10-45 compares the fiscal impact of the two options available to HISD. Outsourcing HISD's Food Services will generate savings of over \$23 million over the next five years, while the implementation of in-house improvements will generate five-year savings of over \$12 million. The net financial benefit of outsourcing through the 2000-01 school year is approximately \$11 million.

Exhibit 10-45
Comparison of Potential Savings under Outsourcing and In-House Improvements

Options	1996-97	1997-98	1998-99	1999-00	2000-01
1: Outsourcing	\$0	\$2,645,370	\$5,014,700	\$7,975,800	\$7,975,800
2: In-House Improvements	(\$54,200)	\$3,128,100	\$3,128,100	\$3,128,100	\$3,128,100
Savings (costs) under outsourcing option	\$54,200	(\$482,730)	\$1,886,600	\$4,847,700	\$4,847,700

Chapter 11: Transportation

This chapter discusses the Transportation Department of the Houston Independent School District (HISD). The chapter is organized into five sections:

Introduction

A. Organization and Staffing

Part I

Part II

Part III

B. Management Policies

C. Routing and Scheduling

D. Bus Fleet Management

E. General Service Fleet Management

INTRODUCTION

Executive Summary Several members of the Houston community requested that the performance review team explore the option of outsourcing HISD transportation services. It was found, however, that HISD is operating more efficiently than the METRO or private concerns in most functional areas. The wages paid by the HISD Transportation Department are in line with other providers, and its safety record is equal to or better than HISD's peers.

Recommendations to improve information systems, bus routing and scheduling, driver staffing levels, and vehicle maintenance would increase the effectiveness of transportation operations. However, HISD was found to be the most effective operator of transportation services available in the Houston area.

CURRENT SITUATION

The Texas Education Code authorizes each school district in Texas to provide transportation to and from school and for extracurricular activities for students in the general population. The Federal Individuals with Disabilities Education Act requires transportation to be provided to students with disabilities. Even if a school district does not provide

transportation to its general student population, special transportation must be provided as a related service to students with disabilities to enable children to benefit from special education.

The Texas Education Code states that school districts are eligible for a transportation funding allotment from the state for transporting regular and special education students to and from school and vocational students to and from remote class sites. Regular students include students attending neighborhood and magnet schools. The rules of eligibility for transportation funding from the state are set by the Texas Education Agency (TEA). Transportation expenses that exceed the state allotment and extracurricular transportation costs are paid with local funds.

The regular education allotment is limited to transportation for students who live two or more miles from the school they attend. Regular students living within two miles of their school must arrange their own transportation. Most of these students either walk, carpool, or take public transportation. In Houston, some parents arrange their own transportation by contracting with a private school bus company.

Local districts are reimbursed for qualifying transportation expenses using a legislated formula. This funding formula is based on "linear density," the ratio of the average number of regular students transported daily to the daily number of miles operated. Using this ratio, TEA assigns each school district to one of seven groups and allocates funds based on where the district falls in the groupings. HISD has been assigned to group four since 1990, which entitles the district to a reimbursement of \$0.97 per mile for regular transportation. The actual cost for the 1994-95 school year was \$2.15 per mile.

HISD will receive more state funding for transportation based on a 1993 change in the calculation of linear density for regular transportation. Transportation routes serving magnet schools are no longer included in the calculation of linear density because these routes are generally longer and carry fewer riders, which decreases linear density. Transportation to magnet schools is still eligible for reimbursement but is no longer in TEA's linear density group formula.

Beginning in the 1995-96 school year, HISD will move into the highest reimbursement group, increasing its reimbursement rate from \$0.97 to \$1.43 for each mile of regular transportation provided. This change could result in a funding increase of about \$3.6 million, or 26 percent, based on 1994-1995 figures.

All transportation for special education is eligible for state reimbursement. However, the state's funding is limited to a maximum rate appropriated by

the Legislature of \$1.08 per mile for special education transportation. The actual HISD cost was \$2.04 per mile for the 1994-95 school year.

Parents who elect to take their special education student to and from school rather than use HISD transportation services are eligible for reimbursement from HISD at \$0.25 per mile. The state reimburses the district for private transportation at a rate of \$0.25 per mile or \$816 per year per child. For the 1994-95 school year, the parents of 33 HISD students received funding of \$23,832 for personal transportation, equal to about \$4.00 per day per student.

In Texas, each school district is responsible for the capital cost of purchasing and replacing school buses. Districts may purchase school buses through the Texas General Services Commission (GSC) under a master state contract. Districts also may choose a lease-purchase method to obtain buses, rather than buying them outright.

According to the December 1995 *School Bus Fleet*, a monthly magazine for the school transportation industry, HISD operates one of the largest school bus fleets in the nation (**Exhibit 11-1**). Of the 25 largest school transportation programs, HISD ranks 12th in the nation for the number of school buses and 22nd for the number of student riders per day. HISD ranked 17th in productivity, at 40 riders per bus. Other school districts use one bus for multiple routes to achieve higher productivity per bus. For example, Baltimore County Public Schools reports 114 student riders per bus.

Exhibit 11-1
Comparison of Student Riders For 25 Largest National School Bus
Fleets
December 1995

Rank	Largest 25 School Bus Fleets	Number Of Student Riders Daily	Number Of Buses	Riders Per Bus
1.	New York City Public Schools, NY	148,000	3,838	39
2.	Fairfax County (Alexandria), VA	98,715	1,232	80
3.	Baltimore County Public Schools, MD	85,413	752	114
4.	Prince George's (Upper Marlboro), MD	84,500	1,044	81

5.	Gwinnett County (Lawrenceville), GA	81,000	759	107
6.	Montgomery County (Rockville), MD	79,000	989	80
7.	Hillsborough County (Thontosassa), FL	75,655	1,223	62
8.	Los Angeles Unified, CA	67,900	2,577	26
9.	Jefferson County (Louisville), KY	67,000	998	67
10.	Broward County (Ft. Lauderdale), FL	66,731	1,051	63
11.	Dade County (Miami), FL	64,219	1,428	45
12.	De Kalb County (Tucker), GA	61,890	800	77
13.	Cobb County (Marietta), GA	61,000	770	79
14.	East Baton Rouge, LA	59,800	725	82
15.	Orange County (Orlando), FL	58,962	1,024	58
16.	Charlotte Mecklenburg Schools, NC	56,300	896	63
17.	Duval County (Jacksonville), FL	54,700	975	56
18.	Milwaukee Public Schools, WI	54,000	1,440	38
19.	Chicago Public Schools, IL	50,000	2,340	21
20.	Dallas County Schools, TX	48,000	1,323	36
21.	Clark County (Las Vegas), NV	43,542	699	62
22.	Houston ISD, TX	41,665	1,422	40
23.	Hawaii Department of Education, HI	37,500	873	43
24.	Philadelphia, PA	30,000	1,080	28
25.	Department of Education (St. Louis), MO	14,000	700	20
26.	National Average of 25 Largest	63,580	1,223	59

Source: *School Bus Fleet Magazine, December 1995.*

In 1994-95, the HISD costs per mile for regular and special education transportation were the greatest of the five largest school districts in Texas (**Exhibit 11-2**). Fort Worth and HISD were classified in the same linear-density group, and the other districts were in higher linear-density groups.

Exhibit 11-2
Comparison Of Cost Per Mile For Five Largest Texas School Bus Fleets
1994-95

Largest Five School Bus Fleets in Texas	Special Cost Per Mile	Regular Cost Per Mile
Northside (San Antonio)	\$1.45	\$1.09
Dallas County	\$1.70	\$1.88
Fort Worth	\$1.86	\$1.91
Austin	\$1.61	\$2.03
Houston	\$2.04	\$2.15
Peer Group Average	\$1.73	\$1.81
Statewide Average	\$1.86	\$1.73

Source: *TEA School Transportation Operation Report, 1994-95.*

Operation costs exclude debt service and capital outlay.

Exhibit 11-3 includes operation and performance data for the 1994-95 school year for special education and regular transportation (includes extracurricular mileage and transportation for special education students during the summer term).

Exhibit 11-3
Operation And Performance Data For Regular And Special Bus Routes
1994-95

Item	Special	Regular
Operation Data		
Student Riders ^a	7,882	35,876
Miles ^b	4,465,202	9,364,941

Operation Costs ^b	\$9,112,000	\$20,181,000
Performance Data		
Cost/Student Rider	\$1,156	\$563
Cost/Mile	\$2.04	\$2.15

^aSource: HISD Records

^bSource: TEA School Transportation Operation Report, 1994-95

The HISD Transportation Department provided a four-year history for the number of student riders using transportation services. From 1991-92 to 1994-95, the average number of regular and vocational student riders per day increased 7.4 percent, and the number of special education student riders per day increased 14.7 percent.

Since 1990, HISD transportation mileage increased by 16 percent; operational costs increased by 52 percent during the same period (**Exhibit 11-4**). The rate of increase for special education miles was greater than for regular miles.

Exhibit 11-4
Key HISD Transportation Operation and Cost Data
1990-91 Through 1994-95

Item	1990-91	1991-92	1992-93	1993-94	1994-95	Percent Increase
Operation Costs						
Regular	\$13,404,272	\$16,383,719	\$16,043,689	\$17,094,679	\$20,180,622	50
Special	\$5,838,584	\$5,912,506	\$6,875,866	\$6,944,955	\$9,111,577	56
Total	\$19,242,856	\$22,296,225	\$22,919,555	\$24,039,634	\$29,292,199	52
Annual Miles						
Regular	8,190,456	8,969,749	9,060,978	9,355,481	9,364,941	14
Special	3,729,294	3,762,004	4,107,311	4,502,569	4,465,202	19
Total	11,919,750	12,731,753	13,168,289	13,858,050	13,830,143	16
Cost per Mile						
Regular	\$1.64	\$1.83	\$1.77	\$1.83	\$2.15	31

Special	\$1.57	\$1.57	\$1.67	\$1.54	\$2.04	30
Total	\$1.61	\$1.75	\$1.74	\$1.73	\$2.12	31

Source: TEA School Transportation Operation Reports; operation costs exclude debt service and capital outlay.

Exhibit 11-5 details HISD transportation costs over five years by object of expenditure.

Exhibit 11-5
HISD Annual Transportation Costs by Object of Expenditure
1991-92 through 1994-95

Object	1990-91	1991-92	1992-93	1993-94	1994-95	Percent Increase
Salaries and Benefits	\$14,642,344	\$17,209,591	\$18,825,286	\$19,463,979	\$24,076,574	64
Purchased/Contracted Services	\$466,262	\$1,721,569	\$939,448	\$1,071,331	\$1,097,086	135
Supplies and Materials	\$3,466,544	\$2,466,442	\$2,532,730	\$2,273,823	\$2,620,646	(24)
Other Operating Expenses	\$667,706	\$898,623	\$622,091	\$1,230,501	\$1,497,893	124
Total Costs	\$19,242,856	\$22,296,225	\$22,919,555	\$24,039,634	\$29,292,199	52

Source: TEA School Transportation Operation Reports

The increase in transportation costs over five years has been largely due to a 64 percent increase in personnel costs. Using the data from **Exhibit 11-5**, salaries and benefits are calculated to represent 76 percent of all transportation costs in 1990-91 and 82 percent of all costs in 1994-95. Although purchased/contracted services and other operating expenses more than doubled in five years (**Exhibit 11-5**), the two line items together represent less than 10 percent of the total costs in 1994-95.

The HISD Transportation Department has been the subject of at least three in-depth reviews by private or peer agencies over the past 11 years. Studies were completed in 1985, 1992, and 1995. Each of the reviews presented extensive lists of recommendations for improvements in driver staffing levels, the school bus fleet, and vehicle maintenance facilities.

During the last three years, HISD has made investments to implement some of the recommendations included in the reviews. In 1995 HISD made improvements to the maintenance shop and the motor pool building at the Barnett Terminal. A portable building was installed in August 1996 at the Central Terminal to improve facilities for the motor pool. New buses were purchased in each of the three years from 1994 through 1996.

However, most of the recommendations included in the three peer agency reports have not been implemented. Specifically, the maintenance facilities are not adequate for the size of the fleet. Mechanics work on an open lot at the Delmar Terminal. Although new buses have been purchased each of the last three years, the age of the regular transportation fleet is still older than TEA-recommended standards. During the 1995-96 school year, the number of available drivers was not sufficient to fill all route assignments.

Chapter 11:

A. ORGANIZATION AND STAFFING

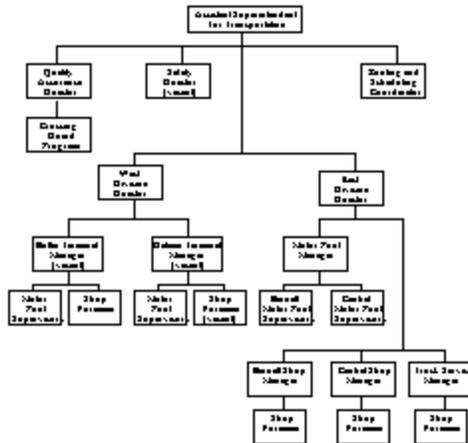
CURRENT SITUATION

The Transportation Department is part of HISD's Facilities Management and Operations (FMO) Division. An assistant superintendent heads the department. The assistant superintendent is responsible for providing school bus service for all schools, maintaining school buses and the general service fleet (vehicles other than school buses), and supervising the school crossing guard program. The department is organized into two operating divisions, West Division and East Division, and three support sections, Quality Assurance, Safety, and Routing and Scheduling.

Exhibit 11-6 shows the organization as described by Transportation Department staff in May 1996. School bus transportation services are organized into the East and West divisions. Each division includes two facilities that are referred to as terminals. Each terminal includes a motor pool of drivers and a maintenance shop.

Each division is organized differently than the other. The West Division includes Butler Terminal and Delmar Terminal. A director supervises the West Division. A manager position is planned to supervise each of the Butler and Delmar terminals, however, neither manager position is filled. In the absence of managers, the motor pool supervisors and the shop foremen report to the director of the West Division.

Exhibit 11-6
HISD Transportation Department Organization
May 1996



Source: HISD Transportation Department staff.

The East Division includes Barnett Terminal and Central Terminal. The East Division also includes the Truck Service Center for maintenance of the general service fleet. A director supervises the East Division, including the Truck Service Center. A manager is not assigned to each of the terminals, unlike the West Division. Instead, one manager is responsible for both of the motor pools of drivers at the Barnett and Central terminals. Motor pool supervisors from both terminals report to the motor pool manager. There are three managers over the maintenance shops in the East Division: one manager for each of the maintenance shops at the Barnett and Central terminals, and a third manager for the Truck Service Center. Foremen in each of the maintenance shops report to the respective manager.

The Transportation Department has three support sections. The Quality Assurance section was established recently by the assistant superintendent to set performance standards for the department and monitor adherence to those standards. The director of Quality Assurance leads special projects related to vehicle maintenance and supervises the crossing guard program.

The Safety section is responsible for training drivers and tracking accident and incident reports. The position of director of Safety has been vacant since the previous director retired in August 1993. In the absence of a director of Safety, the staff responsible for training and safety report to the assistant superintendent for Transportation.

The Routing and Scheduling section is responsible for determining the routing and scheduling for all transportation services provided by HISD, including regular, special education, vocational, and extracurricular service.

The breakdown of personnel by job category is shown in **Exhibit 11-7**.

Exhibit 11-7
Staffing Levels Of HISD Transportation Department
May 1996

	Admin.	East Division	West Division			
Position	McCarty	Butler	Delmar	Barnett	Central	Truck
Assistant Superintendent	1					
Secretary/Clerk	3					
Division Director		1			1	
Secretary/Clerk		3			4	
Motor Pool Manager				1		
Motor Pool Supervisor		3	3	2	3	
Clerk		7	8	8	7	
Contract Driver		7	5	7	6	
Hourly Driver		264	204	353	200	
Shop Manager				1	1	1
Secretary/Clerk		4	2	2	6	1
Dispatch Clerk					4	
Shop Foreman		2		2	2	2
Mechanic/Repairer		15	9	16	20	19
Upholsterer					1	

Mechanic Helper		8	4	5	7	4
Gas Pumper				3	3	
Quality Assurance Manager	1					
Crossing Guard Supervisor	8					
Crossing Guards	271					
Substitute Crossing Guards	21					
Safety Representative	2					
Safety Investigator	6					
Route/Schedule Coordinator	1					
Specialist	1					
Supervisor	1					
Assistant	10					
Data Processor	1					
Clerks	6					
<i>Vacant Positions</i>						
Managers		1	1			
Contract Driver					1	
Hourly Drivers		Average 47 Open Route Assignments				
Shop Foreman			2			
Mechanic/Repairer	4					
Safety Director	1					
Safety Investigator	2					
Clerks	5					

Source: HISD records provided by Transportation Department Staff

FINDING

The Transportation Department is responsible for ensuring that 20 percent of the district's students are driven between school and home safely and on time each school day. During the 1994-95 school year, HISD operated 998 daily bus routes, providing regular (neighborhood and magnet), special education, and vocational transportation services. Almost 42,000 individual students, or 40 students per bus, were transported each day. In addition, more than 2,000 special education students were driven between school and home on 262 routes during the 30-day summer term.

As mentioned in more detail later in this chapter, the review team observed that transportation terminals are overcrowded and maintenance facilities are inadequate to maintain the fleet. HISD lacks the proper amount of management at the motor pools and maintenance shops. A number of staff and hourly driver positions are not filled and personnel struggle to meet their responsibilities without adequate personnel to fill all route assignments.

Department personnel understand their jobs and take their role in the transportation program seriously. Motor pool personnel and drivers exhibit extraordinary effort and cooperation to compensate for the lack of staff. Maintenance shop personnel maintain a large and aging fleet with inadequate facilities. Staff responsible for routing and scheduling are responsive to school principals and parents.

HISD carries students safely and with limited incidents. Transportation Department staff work diligently to respond to students and school principals. For example, within 24 hours of receiving a request for transportation for a new student or after a student has moved, Routing and Scheduling identifies or creates a route and conveys the service requirements to the appropriate terminal for immediate implementation.

Compounding the lack of sufficient resources is the difficult environment in which HISD transportation services are provided. HISD provides more than 13 million miles of service each school year within the nation's fourth-largest city.

In spite of these obstacles, there appears to be an urgency and focus throughout the organization for all personnel to perform to the best of their abilities. Drivers, mechanics, supervisors, managers, and administrative staff are dedicated to one primary mission: to transport children to and from school safely and as efficiently as possible within available resources.

COMMENDATION

Personnel in the Transportation Department do a good job of transporting students in a safety-conscious manner, despite a difficult working environment and limited resources.

FINDING

HISD bus drivers are paid wages in keeping with local school district and industry peers

(**Exhibit 11-8**). Drivers are part-time employees, guaranteed four hours per day on a split shift, 180 days per year, similar to other districts.

Exhibit 11-8
Comparison Of Driver Wages For HISD And Selected Industrial And District Peers
1995-96

Peer Agency	Low	Average	High
Fort Bend ISD	\$10.16	\$10.87	\$11.68
Cypress-Fairbanks ISD	\$9.09	\$10.91	\$11.76
Aldine ISD	\$8.93	\$9.67	\$12.50
Spring Branch ISD	\$9.00	\$12.35	\$13.55
Pasadena ISD	\$8.10	\$10.58	\$13.97
Houston ISD	\$9.13	\$11.63	\$14.13
METRO	\$6.50	NA	\$14.33
Conroe ISD	\$9.32	\$12.52	\$14.87
Goodman Bus Service	\$9.00	NA	\$15.00
Alief ISD	\$8.88	\$10.56	\$15.47
Peer Group Average	\$8.80	\$11.35	\$13.86

Source: Salaries and Benefits in Texas Public Schools: Auxiliary Personnel 1995-96.

Industry data provided by industry peers.

COMMENDATION

HISD raised the starting pay rate for drivers in November 1995 and appears to be at or near the prevailing wages in the industry.

FINDING

In the fall of 1994, HISD asked the Texas Association of School Business Officials (TASBO) to conduct a Peer Examination, Evaluation and Redesign (PEER) Review by technical and business experts in the community and within HISD. The PEER Review report issued in April 1995 contained 103 detailed recommendations to improve the Transportation Department in the areas of routing and scheduling, motor pool operation, vehicle repair, and safety.

The most significant concerns noted in the PEER Review were the negative impact of school early dismissal days and capped schools on routing efficiency; the lack of incentives for mechanics to improve performance; the low level of operator and mechanic training; the inadequate system for contacting schools or parents in the case of an emergency, and the general lack of adequate facilities.

HISD responded to the PEER Review by establishing a Transportation Services Implementation Steering Team under the direction of the facilities manager for Facilities Management and Operations. In February 1996, the Steering Team prepared action plans to investigate each recommendation made in the PEER Review report.

When the review team conducted site visits in May 1996, the only PEER Review recommendations that had been implemented were those that did not require approval or support beyond the assistant superintendent for Transportation. Of the 103 recommendations in the PEER Review report, about 30 had been implemented by the Transportation Department. These include an increase in driver training time behind the wheel, improvements in communication between the Routing and Scheduling sections and individual schools, and an improved fuel distribution system for diesel fuel at the terminals. PEER Review recommendations that require additional staff, department reorganization, funding, or management approval outside the Transportation Department had been deferred.

Recommendation 192:

HISD should evaluate the PEER Review report and take prompt action to implement additional recommendations as appropriate.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent of HISD, the facilities manager for Facilities Management and Operations, and the assistant superintendent for Transportation review the recommendations included in the PEER Review report and assign an individual with authority to each recommendation. Since May 1996, this strategy has been completed.	Completed
2. The individual responsible for each recommendation identifies the resources needed and determines whether board action is required or what level of authority is needed to implement the recommendation. Since May 1996, this strategy has been completed.	Completed
3. The board and the superintendent of HISD allocate resources and authorize implementation.	January 1997
4. The facilities manager for Facilities Management and Operations delegates authority to implement each recommendation to the lowest responsible staff level, and these individuals ensure that projects are implemented.	January 1997

FISCAL IMPACT

The fiscal impacts of specific recommendations are detailed individually.

Chapter 11:

FINDING

HISD lacks proper management at the motor pools and maintenance shops. The organization of management staff at the terminals does not lead to effective supervision of daily operations. There is no single point of management responsibility and authority for each terminal below the director level. Without a single person responsible for management on-site at each terminal, coordination between the motor pool and the shop cannot be supervised and performance cannot be monitored effectively.

The director of the West Division supervises two motor pools and two maintenance shops. One manager position in each terminal is vacant. The two manager positions have been vacant since 1994 when the incumbents terminated. Since the director works at Butler Terminal, the Delmar Terminal lacks an on-site manager. In addition, the two positions for shop foreman at Delmar have not been filled for more than two years.

The director of the East Division supervises two terminals and the Truck Service Center. One manager supervises two motor pools. The manager works at Barnett Terminal, while the director of the East Division works at Central Terminal. A manager is on-site for each shop at the Barnett and Central terminals and at the Truck Service Center.

The motor pools and shops at each terminal require on-site management supervision on a daily basis to ensure performance. The director of the West Division is performing the duties of manager at the Butler Terminal. There is no on-site manager at the Delmar Terminal. The East Division is organized with different managers over the motor pool and over the shop at the Barnett and Central terminals.

Recommendation 193:

Reorganize the Transportation Department to assign a manager to each of the four terminals and to the Truck Service Center.

One manager should be assigned to each terminal to establish clear authority and define a single point of management responsibility for performance. Each of the five managers should report to the assistant superintendent. The director level of management should be eliminated; directors should be reassigned to manager positions.

The reorganization would create five manager positions, one over each terminal and one over the Truck Service Center.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation eliminates the director level of management and designates a manager for each terminal and the Truck Service Center.	January 1997
2. The assistant superintendent for Transportation reassigns qualified personnel to fill manager positions.	January 1997

FISCAL IMPACT

The reorganization results in a net decreased three positions: two division directors and one manager. The elimination of three positions (at Grade 15, mid-point \$47,000) will result in a savings of \$141,000 annually in budgeted salary costs plus \$16,610 in payroll benefits (at 11.8 percent benefits).

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Eliminate Director and Manager Positions	\$105,170	\$157,610	\$157,610	\$157,610	\$157,610

FINDING

Foremen are assigned to supervise mechanics and helpers in each of the maintenance shops except at the Delmar Terminal. One foreman supervises each shift. The two foreman positions at the Delmar Terminal have not been filled for more than two years. The duties of the foreman include supervising mechanics and helpers, assigning buses for dispatch to routes and performing the work of a mechanic. Little time remains to provide technical assistance, diagnose mechanical problems, or develop fleet management skills. A chief foreman position at each maintenance shop would improve the quality of maintenance and enable the implementation of fleet management information systems in each of the terminals.

Recommendation 194:

Designate a chief foreman in the maintenance shop of each terminal.

A chief foreman position should be designated at each terminal to ensure the technical quality of work in the maintenance shop. The existing foreman positions will continue to supervise the mechanics and helpers on each shift; the chief foreman will provide technical expertise and diagnostic skills. The chief foreman will also implement improved fleet management information systems in the shop.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation establishes a chief foreman position at each of the terminals.	January 1997
2. The terminal managers reassign qualified personnel to fill chief foreman positions at each terminal.	January 1997
3. The manager of the Delmar Terminal assigns qualified personnel to the two vacant foreman positions.	January 1997
4. The HISD Human Resources department recruits qualified candidates to fill remaining vacancies in chief foreman and foreman positions.	April 1997

FISCAL IMPACT

Mechanic positions should be eliminated to create chief foreman positions. HISD reported four mechanic/repairer positions vacant in May 1996. The annual cost for upgrading four positions to chief foreman is an incremental cost of \$48,000 annually in salaries (\$12,000 for each position) and a total of \$5,650 in payroll benefits (at 11.8 percent benefits).

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Reclassify Positions To Chief Foreman	(\$35,750)	(\$53,650)	(\$53,650)	(\$53,650)	(\$53,650)

FINDING

The purpose of Quality Assurance is to set performance standards and monitor adherence to those standards in each of the motor pools and shops. An example of a performance standard is the number of preventive maintenance inspections completed on time or at appropriate vehicle mileage levels. One position is assigned to quality assurance, the director of Quality Assurance, who manages vehicle maintenance projects.

The special projects include improved distribution of diesel fuel at the terminals, installation of a fuel management information system at the fuel pumps, training for environmental safety at the terminals, and purchase of hardware to collect vehicle engine performance information.

The director prepared a draft quality assurance manual, which focuses on performance audits and investigation of staff compliance with standards.

Recommendation 195:

Redefine the mission of the staff assigned to quality assurance to provide technical support and skills training.

The Quality Assurance Section should redirect its focus from audit and compliance to providing technical assistance to staff responsible for maintaining vehicles. To reflect this new direction, Quality Assurance should be renamed Technical Support Services. Its mission should be to provide technical support to the managers, supervisors, and foremen assigned to the terminals and to develop formal skills training for foremen, mechanics, and drivers.

Responsibilities for the Technical Support Services section should include management information systems, driver qualifications training, mechanic skills training, and the school crossing guard program. The new section should market services to target clients who are managers, foremen, and supervisors in the terminals. The goal is to help personnel at the terminals improve skills and performance and deliver better quality transportation service.

Personnel assigned to the Technical Support Services section should be limited to a core group of staff professionals. The director of Quality Assurance should be retitled the manager of Technical Support Services and should report to the assistant superintendent for Transportation. A large staff is not required; existing staff should be reassigned to provide the personnel in the field with the resources to better manage their work.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation redefines the mission of quality assurance to focus on technical support services.	January 1997
2. The manager of Technical Support Services makes revisions in the draft manual for quality assurance to reflect the new focus.	February 1997
3. The assistant superintendent and manager identify the key staff available to provide the technical expertise to support the new Technical Support Services section.	March 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The position of director of Safety has been vacant since the former director retired in August 1993. Staff assigned to Safety, including two safety representatives and eight safety inspectors, report to the assistant superintendent for Transportation.

Safety representatives are responsible for training drivers and tracking accident and incident reports. Driver qualification training includes classroom and behind-the-wheel training for new-hires and ongoing education for existing drivers. In response to a PEER Review recommendation, the safety representatives increased behind-the-wheel driver training for all new drivers from an average of 10 hours to a minimum of 20 hours in the 1995-96 school year.

The safety inspectors respond to accidents and incidents. At the scene of an accident or incident, the safety inspector reports site findings and determines the names of student riders so parents can be contacted. Safety inspectors assist the Routing and Scheduling section to determine safe stop locations and respond to requests to move stops.

The organization diagram in **Exhibit 11-6** shows that all safety personnel report to a safety director. In practice, safety inspectors report to management of the individual terminals. In the absence of a safety director, duties are assigned to safety inspectors at various times by the assistant superintendent for Transportation, the safety representatives, motor pool supervisors, and staff from Routing and Scheduling.

Recommendation 196:

Eliminate the vacant position of safety director; reorganize the personnel assigned to the Safety section to clarify responsibilities.

The position of director of Safety should be eliminated, and the safety representatives should report to the manager of Technical Support Services. The position of safety representative should be revised to trainer; the incumbents should continue to provide driver qualification training. The safety inspectors assigned to the motor pools should report to the terminal manager.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent eliminates the position of director of Safety.	January 1997
2. The Safety section is reorganized into the Technical Support Services section.	January 1997
3. The manager of Technical Support Services defines the responsibilities of the training staff.	January 1997

FISCAL IMPACT

Eliminating the position of director of Safety (Grade 15) will save \$47,000 annually in budgeted salary costs plus \$5,530 in payroll benefits (at 11.8 percent benefits).

Recommendation	1996- 97	1997- 98	1998- 99	1999- 2000	2000- 01
Eliminate Safety Director Position	\$35,020	\$52,530	\$52,530	\$52,530	\$52,530

FINDING

Three motor pool supervisors are assigned to each motor pool at the Butler, Delmar, and Central terminals. Two motor pool supervisors are assigned to the Barnett Terminal. The supervisors are responsible for determining driver assignments to routes for each of two shifts and supervising all transportation services including field trips. Motor pool supervisors also are responsible for resolving problems in routing, scheduling, and operations. Demands at the terminals each day limit the amount of time most supervisors can spend in the field.

There are no supervisors specifically assigned to field duties, which results in no formal supervision of drivers on route. Without field supervision, on-time performance cannot be measured and the performance of drivers cannot be monitored. The absence of consistent and visible field supervision risks student safety and makes it impossible to monitor the quality of transportation services. This lack of field supervision contrasts with the practice of peer districts that average one field supervisor for every 111 operators (**Exhibit 11-9**).

Exhibit 11-9
Comparison Of Drivers Per Field Supervisor For Selected Districts
1995-96

Peer School District	Number of Drivers	Total Field Supervisors	Drivers Per Field Supervisor
Northside (San Antonio), TX	400	12	33
Dade County (Miami), FL	1,455	34	42
Fort Bend, TX	266	4	67
Philadelphia, PA	701	9	77
Orange County (Orlando), FL	1,000	12	83
Spring Branch, TX	200	2	100
Fort Worth, TX	403	3	134
Polk County (Bartow), FL	440	3	146
East Baton Rouge, LA	625	4	156
Broward County (Ft. Lauderdale), FL	1,102	4	275
Houston	1,068	0	1,068
Peer Group Average	659	9	111

Source: Data provided by school districts.

Since HISD does not collect data to report performance or quality statistics, the effect of no field supervision cannot be measured directly. However, the absence of field supervisors to monitor driver performance and to resolve in-service problems with principals and parents can result in poor service to student riders and create additional responsibilities for drivers. The Transportation Department would not know, for example, if a driver is consistently late in delivering students to school unless reported by a teacher or principal.

Recommendation 197:

Create two supervisor classifications for the motor pools: administrative supervisor and field supervisor.

Two administrative supervisor positions should be named at each terminal, one for each shift. The duties of the administrative supervisor should include managing the assignment of drivers to routes for each shift, supervising field trip assignments, and coordinating with the staff of the Routing and Scheduling section to improve the efficiency and quality of transportation service. Eight administrative supervisors are required.

Based on peer industry information, one field supervisor is appropriate to supervise 111 drivers; HISD should establish 11 field supervisor positions to supervise 1,068 drivers. Three motor pool supervisors should be reassigned as field supervisors. The eight safety inspector positions should be reclassified as field supervisors, and the duties they perform should be modified to reflect supervisory responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation designates eight positions as administrative supervisors for the motor pools, one for each shift at each terminal. Current motor pool supervisors are reassigned.	January 1997
2. The assistant superintendent for Transportation designates 11 positions as field supervisors and assigns positions to the terminals as appropriate to the number of drivers to be supervised. Current motor pool supervisors and safety inspectors are reassigned.	January 1997

FISCAL IMPACT

The change in job designations can be accomplished within existing resources.

FINDING

More than 1,000 bus drivers were employed by HISD during the 1995-96 school year. Most drivers are paid on an hourly basis and are guaranteed a four-hour work assignment per school day. Sixty drivers are guaranteed six hours per day, and are referred to as "flex" drivers. During the 1995-96 school year, HISD lacked enough drivers to fill all route assignments for taking students to and from school. The number of open routes due to driver vacancies ranged from nine to 70, depending on driver turnover; the average was 47 open routes per day. If a vacant route is not filled with an available driver, the motor pool supervisor has to assign two routes to one driver. As a result, bus drivers operate behind schedule and students are late to school.

The Transportation Department reports the number of vacant driver positions to the HISD Personnel Department every day. From the first day of school until the end of the year, there were not enough drivers to fill all route assignments. In addition, driver positions become vacant during the year due to driver turnover. Based on information provided by the Transportation Department for 1995-96, the review team calculated an annual turnover rate of 14.5 percent based on 1,021 driver positions and the loss of 149 drivers.

Other school districts have successfully recruited drivers by placing advertising decals on the back of school buses, with a phone number to call for further information. For example, Ector County Independent School District (ECISD) in Odessa, Texas strategically applied such a decal on 10 of 188 buses. ECISD staff said that 30 percent of driver applications resulted from the decal. The school district in Dallas County was able to fill 60 vacancies in 1996 through advertisements in local papers, referrals by current drivers, placement of fliers in grocery stores, and recruiting efforts at community colleges. The transportation director for the Austin Independent School District said he was successful in recruiting drivers by advertising in local newspapers, publications targeted to senior citizens, and church bulletins.

During the past two years, the HISD Human Resources department has been unsuccessful in recruiting enough drivers to fill the positions. During the spring of 1995, the Transportation Department staff started their own efforts to recruit driver candidates by attending job fairs in the area. During the 1995-96 school year, the assistant superintendent authorized funds from the Transportation Department to place advertisements in local newspapers and publications to recruit drivers.

The assistant superintendent for Transportation reported there were enough drivers to fill all route assignments at the start of the 1996-97 school year (August 1996). This is the first time in several years Human Resources has been successful in recruiting a sufficient number of drivers to start the school year.

Recommendation 198:

The HISD Human Resources department should be more aggressive in recruiting and employing enough personnel to fill all driver assignments.

The Transportation Department cannot provide quality service if the staff is struggling to retain enough drivers to operate routes. Human Resources should have a ready supply of driver candidates to cover unfilled assignments and fill vacancies.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent identifies driver requirements for the 1996-97 school year and estimates driver turnover to establish the ongoing need for new hourly drivers. Since May 1996, this strategy has been accomplished.	Completed
2. Human Resources posts all unfilled hourly driver assignments and aggressively recruits driver candidates. Since May 1996, this strategy has been initiated.	In progress
3. Human Resources fills all vacant hourly driver assignments.	October 1996
4. Human Resources maintains an ongoing list of qualified driver candidates.	October 1996

FISCAL IMPACT

If the 47 average number of driver positions that were vacant during the 1995-96 school year were filled, each new driver would work an average of five hours per day, 180 days per year at the starting hourly wage rate of \$9.13 plus payroll benefits. This would result in a personnel investment of \$386,000 for salaries and \$45,500 for payroll benefits (at 11.8 percent benefits for hourly personnel). This represents a total investment of \$431,500 to fill vacant hourly driver positions.

The only fiscal impact of recruiting new personnel is the additional cost of advertising open positions. The other costs should be included in existing resources. Estimated advertising cost is \$1,200 per month for each of 10 months of the year, a total investment of \$12,000 annually. This investment will buy one week end advertisement in the local newspaper for general circulation and one advertisement in each of two weekly newspapers targeted to specific local groups.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Fill Hourly Driver Positions	(\$215,800)	(\$431,500)	(\$431,500)	(\$431,500)	(\$431,500)
Advertise Open Positions	(\$8,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)
Total Investment	(\$223,800)	(\$443,500)	(\$443,500)	(\$443,500)	(\$443,500)

FINDING

In addition to driver vacancies, route assignments may come available due to driver absences. If a driver is absent, there may not be a replacement driver available to fill the route assignment. If the route is not filled, the motor pool supervisor has to assign the vacant route to another driver who already has an assignment for the day.

Even though the Transportation Department provided a personal record of absences for each of over 1,000 drivers for the school year to date, the department is unable to provide an average daily absentee rate for drivers. Without a summary report of the absentee rate for drivers, the appropriate level of substitute drivers for HISD cannot be determined. However, local peer reports of the average driver absentee rate were 5 percent at the Houston Metropolitan Transit Authority (METRO) and 7 percent at Aldine Independent School District. Assuming an average daily absentee rate of 5 percent, HISD will have 51 open routes due to driver absences each day.

To cover the daily absences and unfilled positions, the HISD Transportation Department has a total staff of 26 full-time or "contract" drivers allocated among the four terminals. Contract drivers work eight hours a day and fill in wherever a vacancy occurs, either in the field or in the office. In May 1996, the Transportation Department staff reported 25 filled contract driver positions and one vacancy, for a total of 26 contract driver positions.

The number of contract drivers available to fill driver vacancies and absences is one-quarter the number needed. Motor pool supervisors spend too much time every morning scrambling to cover open runs. Supervisors do not have enough time to perform other duties, which decreases overall service quality for the students. Drivers may take on two route assignments, often running late for the second route. Sometimes supervisors have to drive routes themselves. In many instances, routes are divided among several drivers. The result is that bus drivers run behind schedule and students are late to school. The lack of substitute drivers also increases transportation costs because higher-paid employees are driving buses and drivers are paid additional time to cover missed trips. Significantly, the number of students late to school is not known because the Transportation Department does not record or monitor these performance data; hence the actual cost impact cannot be calculated.

HISD lacks a sufficient pool of available drivers to cover normal driver absences due to illness, personal leave, or other reasons. In peer districts, the number of substitute drivers is equal to 9 percent of the assigned drivers (**Exhibit 11-10**). In HISD, the pool is 2 percent of assigned drivers.

Exhibit 11-10
Comparison Of Substitute Drivers To Total Drivers For HISD And
Selected Districts
1995-96

Peer School District	Assigned Drivers	Number of Substitute Drivers	Percent of Substitute Drivers
Orange County (Orlando), FL	1,000	0	0
Houston ISD	1,068	26	2
Fort Bend, TX	266	12	5
Fort Worth, TX	403	22	5
East Baton Rouge, LA	625	60	10
Spring Branch, TX	200	20	10
Polk County (Bartow), FL	440	50	11
Broward County (Ft. Lauderdale), FL	1,102	165	15
Philadelphia, PA	701	105	15
Dade County (Miami), FL	1,455	218	15
Northside (San Antonio), TX	400	60	15
Peer Group Average	659	71	9

Source: Data provided by school districts

Recommendation 199:

Hire a pool of substitute hourly drivers to be available daily at each terminal each shift to fill open routes or extra assignments.

Substitute drivers should be hired and guaranteed a minimum of two hours per day to show up and stand by for open routes due to driver absences or extra assignments. With an adequate supply of substitute drivers, the current contract drivers will not be needed. Aldine ISD has a driver absentee rate of 7 percent, but maintains a 10 percent pool of substitute drivers to cover unfilled assignments as well. If a pool of substitute drivers is available, all route assignments can be filled and students will be delivered to school on time. The labor costs for substitute drivers will be less than the cost of higher wages and overtime paid to drivers who have to operate two routes to cover vacancies and absences. Supervision should be focused on performance instead of crisis management.

The number of substitute drivers should be adequate to cover the average daily absentee rate. The HISD Transportation Department does not track its absentee rates; absences should be monitored and measured to modify the size of the substitute driver pool as needed.

HISD's substitute driver pool should be at least 5 percent of the driver labor force and could be as high as 11 percent, based on the experience of the peer school districts. Based on 1,068 HISD driver assignments during the 1994-95 school year, from 50 to 120 substitute drivers may be required. The HISD Human Resources department can also draw from the substitute drivers pool to fill driver vacancies as they occur.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation analyzes the 1995-96 absentee rate to determine the average absentee rate for drivers by terminal.	January 1997
2. Human Resources hires as many substitute drivers as required to match the expected number of driver absences.	February 1997
3. The assistant superintendent for Transportation eliminates contract driver positions and reassigns personnel to available hourly or substitute driver positions.	January 1997
4. The terminal managers assign substitute drivers to the terminals as appropriate to the number of drivers and the absentee rate at each terminal.	February 1997
5. Each terminal manager improves driver absenteeism and reduces the number of substitute drivers required.	March-May 1997
6. The assistant superintendent for Transportation monitors driver absentee rates annually.	Annually

FISCAL IMPACT

If the minimum number of required substitute drivers was 50, each substitute driver would be guaranteed two hours per day, 180 days per year at the starting wage rate. However, the guaranteed wages are applied only when a substitute driver does not receive an assignment. If typical driver absentee rates are calculated properly, most substitute drivers will have an assignment each day and will operate the number of hours otherwise scheduled for the absent driver. The estimated additional cost of substitute drivers who stand by and do not work a route assignment is based on the assumption that 50 percent of the time a substitute driver will fill an open assignment. The investment for substitute drivers is estimated at 50 percent of the total costs of 50 drivers guaranteed two hours per day,

180 days per year at \$9.13 per hour. The cost of substitute drivers is \$82,000 in salaries plus \$9,700 in guaranteed payroll benefits (at 11.8 percent benefits).

The 26 contract drivers are guaranteed eight hours per day, 180 days per year. Assuming each contract driver earns \$9.13 hour minimum, eliminating the 26 contract driver positions will result in a \$342,000 savings in salaries and \$40,200 in payroll benefits (at 11.8 percent benefits for hourly personnel). The total savings would be \$382,200.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Eliminate Contract Driver Positions	\$191,100	\$382,200	\$382,200	\$382,200	\$382,200
Hire Substitute Drivers	(\$45,850)	(\$91,700)	(\$91,700)	(\$91,700)	(\$91,700)
Net Savings	\$145,250	\$290,500	\$290,500	\$290,500	\$290,500

Chapter 11:

FINDING

Mechanic wages are competitive with local school district and industry peers (**Exhibit 11-11**)

for the lowest pay (entry level) and for the average pay. However, on the high-end of wages, HISD pays only \$14.95 per hour compared to the local industry peer average of \$16.76 per hour. This difference may be because HISD does not require mechanic certification either through the National Institute for Automotive Service Excellence (ASE) or through a formal in-house training program. The wage rate probably mirrors the minimum skill level required of the mechanics.

Mechanics at HISD do not receive comprehensive in-house training. Training sponsored by HISD for mechanics in 1996 included classes at HISD on bus air-conditioning systems, workshops at Clear Creek and Klein school districts on engine and brake diagnostics, and a class at HISD by the Texas Natural Resource Conservation Commission on vapor recovery. The assistant superintendent for Transportation stated that HISD mechanics also receive training on new buses by the vehicle vendors. Vendor training is now specified by HISD as a requirement of the vehicle purchase agreement to stay current with new technology.

Exhibit 11-11
Comparison Of Mechanic Wages For HISD And Selected Industrial
And District Peers
1995-96

Peer Agency	Low	Average	High
Pasadena ISD	\$8.10	\$10.91	\$13.97
Fort Bend ISD	\$8.73	\$10.89	\$13.97
Conroe ISD	\$11.49	\$12.77	\$14.01
Aldine ISD	\$9.53	\$10.20	\$14.11
Houston ISD	\$10.99	\$12.97	\$14.95
METRO	\$9.32	NA	\$15.93
Cypress-Fairbanks ISD	\$11.76	\$14.71	\$16.58
Spring Branch ISD	\$8.76	\$14.56	\$17.14

Alief ISD	\$7.60	\$13.38	\$18.09
City of Houston	\$8.48	NA	\$21.23
Houston Light & Power	\$20.32	NA	\$21.72
Peer Average	\$10.56	\$12.88	\$16.76

Source: Salaries and Benefits in Texas Public Schools: Auxiliary Personnel 1995-96
Industry data provided by industry peers.

Qualified mechanics are needed to maintain school buses. The review team found that mechanics are not motivated to improve their skills and performance, and that they feel blocked from advancement because there is only one job classification for HISD mechanics.

An in-house certification program was adopted by the Wake County Public Schools in Raleigh, North Carolina. Management staff in transportation met with maintenance workers and let them know there was a need and interest in expanding skills and opportunities for professional growth. Existing job descriptions were thrown out and four levels of mechanic certification were established. Each certification level included a higher wage rate in recognition of the achievement. The process involved management and employees. Job skills, qualifications, and standards for each certification advancement were established.

The Wake County in-house certification process is based on skilled mechanics observing hands-on demonstrations of required skills. Each applicant must show proficiency in several categories before taking a 90-minute oral test of mechanical and analytical skills given by a certification board. The certification board includes the chief maintenance foreman, a parts manager, and one technical team leader. An applicant for certification who fails to advance must wait at least six months before attempting the certification process again. To maintain certification, mechanics must undergo 15 hours of in-service training per five-year period. Mechanics who reach the fourth level are promoted to team leader and allowed to make decisions previously made by supervisors.

The National Association for Pupil Transportation (NAPT) has worked with the National Institute for Automotive Service Excellence (ASE) to establish certification testing programs for school bus technicians. Currently, three certifications are offered in brakes, suspension and stress, and electrical/electronic systems. Ultimately, eight certifications will be offered.

Recommendation 200:

Create an in-house certification program that would add new mechanic levels and ultimately improve performance and improve mechanic morale.

Recommendations to provide technical training and certification for mechanics and to introduce a revised wage scale are addressed later in this chapter.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation, manager of Technical Support Services, and the terminal managers adopt the goal of developing an in-house mechanic certification program, including opportunities to gain ASE certification.	April 1997
2. The Transportation Department management team meets with mechanics and mechanic helpers to communicate the opportunities of the new certification program.	June 1997
3. The manager of Technical Support Services and the chief foreman for maintenance from each terminal establish a task force with employees to establish job skills, qualifications, and standards for each certification advancement.	September 1997
4. The HISD Human Resources department develops a new wage scale appropriate to the new certification levels, to be implemented as mechanics advance.	September 1997

FISCAL IMPACT

This recommendation focuses on establishing new levels for mechanic certification. Based on the reported experience in Wake County, the in-house certification program leads to higher salaries, but improved productivity among mechanics more than offsets the additional expense. The Wake County bus fleet is about 900 buses, and the in-house certification program reduced the number of mechanics from 61 to 55, a savings of \$150,000 as a result of higher productivity. In HISD, the savings will offset the equivalent of about a 7 percent increase in average salary costs and related payroll benefits for mechanics who earn certification to the higher wage levels.

Fiscal impact assumes mechanics earn certification over a period of five years, and productivity improvements are realized after the second year.

Recommendation	1996-	1997-98	1998-99	1999-2000	2000-01
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	97				
Establish Higher Wage Scale for Mechanics with Certification	(\$0)	(\$50,000)	(\$100,000)	(\$150,000)	(\$150,000)
Reduce the Number of Mechanics as Productivity Increases	\$0	\$0	\$50,000	\$100,000	\$150,000
Net Investment	(\$0)	(\$50,000)	(\$50,000)	(\$50,000)	(\$0)

FINDING

The HISD Transportation Department lacks a program to recover costs for warranty performed by HISD mechanics and to control the quality and timeliness of warranty repairs by vendors. Buses awaiting warranty repair are not available for service.

Recommendation 201:

Implement a warranty program and create a warranty supervisor position to monitor and enforce the warranty recovery and control program.

Based on industry experience, HISD should be able to recover 10 percent of the purchase price in warranty work. An effective warranty control program will minimize the number of days a bus is out for warranty repair and hold a vendor accountable for warranty performance specifications. With a fleet in excess of 1,200 vehicles and purchases averaging 120 buses per year under the recommended procurement plan, tracking a warranty program requires a full-time position.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation creates and fills the position of warranty supervisor.	March 1997
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FISCAL IMPACT

Investment in a warranty supervisor (Grade 14) would cost \$41,600 annually in salary and \$4,900 in benefits (at 11.8 percent).

The HISD Transportation Department is not approved by vendors as a shop qualified to do repairs under warranty, requiring repairs to be done

by outside vendors. The duties of the warranty supervisor are to ensure that all warranty repairs are made by the vendor or the authorized warranty dealer as quickly as possible and within warranty specifications of the purchase contract. The value received will be more vehicles in service.

The HISD Transportation Department is incurring expenses for warranty work on new vehicles now, but the costs are not recovered because adequate records are not kept and because HISD is not an authorized warranty dealer.

If technical skills are improved and mechanics earn appropriate certification, the HISD Transportation Department should seek approval from the vendors as a warranty shop. Based on industry practices, about 10 percent of the purchase price of new equipment can be recovered in warranty work reimbursed by the vendor. Based on recent HISD bus purchases, the district could recover \$600,000 per year in warranty repairs. The warranty supervisor would be responsible for collecting appropriate HISD records and applying to the vendors for reimbursement of warranty expenses.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Recover Warranty Costs	\$300,000	\$600,000	\$600,000	\$600,000	\$600,000
Create Warranty Supervisor Position	(\$23,250)	(\$46,500)	(\$46,500)	(\$46,500)	(\$46,500)
Net Savings	\$276,750	\$553,500	\$553,500	\$553,500	\$553,500

FINDING

There are too many clerks assigned to the Transportation Department. The HISD "Position Report" dated May 10, 1996, reflects 65 positions for administrative support for the Transportation Department, five secretaries, and 59 clerks. Of the 59 authorized clerk positions, five are reported vacant on the HISD "Operations Vacant Position Report" of the same date. Transportation Department staff said in May 1996 that all 65 positions are filled, including at least six "acting" clerks and 10 "hourly" clerks.

By either count, the number of clerks assigned to the Transportation Department is too high. Together, the two division directors have seven secretaries and clerks. Each motor pool also has seven or eight clerks. Two clerks work in each of the shops at the Delmar and Barnett terminals, while four clerks work in the shops at the Butler Terminal, and six clerks

work in the shops at Central. Four clerks are assigned to dispatch at Central Terminal and six clerks work in Routing and Scheduling. A secretary and two clerks assist the assistant superintendent and a secretary assists the manager of the Truck Service Center.

In some cases, clerk position assignments are based on historical staffing decisions. Poor productivity is apparent. During site visits at terminals, members of the review team observed clerks on duty but apparently without assignments.

The number of clerical positions also reflects a reliance on a paper reporting system. The clerical staff in the Transportation Department still perform many daily tasks on hard copy. For example, payroll reports, personnel records, and purchase requisitions are prepared manually on paper forms and then forwarded by interoffice mail to HISD central administration offices. Reports and operation data prepared for the review team were typed or completed manually on original hard copy forms. Automated data reporting systems and word processors were not used.

Recommendation 202:

Reduce the number of clerks in the Transportation Department.

A reasonable staffing level should include the existing five secretary positions and these assignments for clerks: two clerks in the office of the assistant superintendent, two clerks for the Technical Support Services section, two clerks for the Routing and Scheduling section, two clerks for each terminal manager (eight clerks total), four clerks for each motor pool (16 clerks total), two clerks for each shop (eight clerks total), two clerks for the Truck Service Center, and four dispatch clerks. This is a total of five secretaries and 44 clerks, including eight clerks per terminal.

The number of clerks should be reduced by 16 positions. Staff should be reduced by eliminating part-time and acting clerk assignments. The administrative workhorse can be reduced through attrition and by reassignment to other, vacant positions. Additional staff reductions may be possible in the future to reflect greater efficiency as new technology and automated information systems are implemented.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation and managers determine the most appropriate assignment for full-time support staff.	January 1997
2. The managers reduce staff by eliminating part-time and acting clerk assignments.	February 1997

3. The assistant superintendent for Transportation makes sure that the administrative workforce (secretaries and clerks) is reduced to 49 personnel through attrition or reassignment to other, vacant positions.	April 1997
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FISCAL IMPACT

Eliminating 16 clerk positions at an average \$15,000 salary will save \$240,000 annually in budgeted salary costs plus \$28,300 in payroll benefits (at 11.8 percent benefits).

There are seasonal requirements for additional clerical personnel. For example, the administrative workload in the Routing and Scheduling section peaks during the summer when the records for one school year are reported while routes are prepared for the next school year.

To provide a resource for peak loads, the Transportation Department should hire vocational students for part-time and summer help. Assume 10 vocational students each work 12 hours per week for 36 weeks during the school year and 40 hours per week for 12 weeks during the summer. At \$6 per hour plus payroll taxes at 10 percent (assuming benefits are not provided to students), this investment would be \$55,000 in annual salaries and \$5,500 in payroll taxes.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Eliminate Clerk Positions	\$89,400	\$268,300	\$268,300	\$268,300	\$268,300
Hire Vocational Students	(\$31,700)	(\$60,500)	(\$60,500)	(\$60,500)	(\$60,500)
Net Savings	\$57,500	\$207,800	\$207,800	\$207,800	\$207,800

SUMMARY OF ORGANIZATIONAL CHANGES

The organizational changes recommended in this section can be summarized as positions are eliminated, positions are reclassified, or new positions are created.

Forty-six positions are recommended to be eliminated.

Classification	Number of Positions Eliminated
Division Director	2
Manager	1

Safety Director	1
Contract Driver	26
Clerk	16

Six different position classifications (26 positions) are recommended to be reclassified.

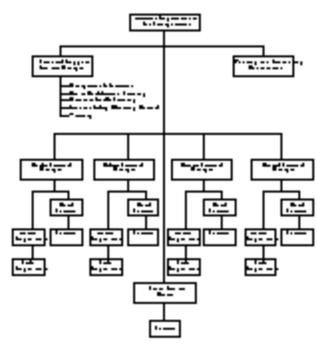
Current Classification	Revised Classification	Number of Positions Reclassified
Mechanic	Chief Foreman	4
Director of Quality Assurance	Manager of Technical Support Services	1
Safety Representative	Trainer	2
Motor Pool Supervisor	Administrative Supervisor	8
Motor Pool Supervisor	Field Supervisor	3
Safety Inspector	Field Supervisor	8

A new classification is recommended for substitute drivers and a warranty supervisor.

Classification	Number of Positions Added
Substitute Driver	50
Warranty Supervisor	1

Exhibit 11-12 shows the revised organization chart for management staff.

Exhibit 11-12
Recommended Organization for HISD Transportation Department



Chapter 11:

B. MANAGEMENT POLICIES

FINDING

Safety section staff monitor accident and incident trends to focus on training needs. Accident statistics are not tracked as a performance indicator by the Transportation Department.

However, the HISD risk manager determined the number of vehicle accidents was 1.98 accidents per 100,000 miles in the 1992-93 school year; 1.89 accidents per 100,000 miles in 1993-94; and 1.51 accidents per 100,000 miles for the 1994-95 school year (as of April 1995). These safety statistics compare to a METRO report of 1.5 accidents per 100,000 miles in fiscal 1995 and reports from Aldine and Alief school districts for 1.6 and 1.8 accidents per 100,000 miles, respectively. Compared to other school districts and METRO, HISD is providing safe transportation for school students in a difficult urban environment.

The Transportation Department also records the number of incidents of students slipping and falling while entering or exiting the bus, altercations between students while on the bus, or students injured by objects thrown at or in the bus. For the 1995-96 school year, there were 202 incidents on the school buses, or 2.7 incidents per 100,000 student riders.

COMMENDATION

The Transportation Department has a safety record for vehicle accidents per 100,000 miles in line with METRO and other districts.

FINDING

Transportation for field trips and other extracurricular activities are outside the regular and special education transportation provided to schools. The HISD Transportation Department, in effect, charters its buses to schools for field trips. Each school principal can pay for this service out of the school's budget and/or charge a fee to parents. School principals may also contract with a local private bus company instead of the HISD Transportation Department, or use private passenger vehicles. Vans that

carry more than 10 passengers can be used only if they are owned by the district, according to Opinion No. DM-378 issued by the attorney general.

Field trips use equipment that would otherwise sit idle during the day, allowing more efficient use of resources. However, if field trips run longer than four hours, the Transportation Department will not have buses and drivers back in time to take the students home from school. This requires another bus and driver to make the regularly scheduled trip, which is difficult given the shortage of drivers.

The HISD Transportation Department has issued a handbook for field trips. Principals tell the Transportation Department how many students will be traveling, and the size of the needed vehicle. In practice, the assistant superintendent for Transportation discourages field trips longer than four hours and rarely approves field trips outside district boundaries. However, exceptions may be made by the assistant superintendent for Transportation at the request of a principal.

The Transportation Department charges a minimum fee of \$65 for four hours of service and \$10 per hour (\$9 for the driver and \$1 for HISD) for each additional hour. This charge does not vary with the size of vehicle used since the majority of the costs are associated with paying the driver. Private bus companies charge an average fee of \$116 for a four-hour minimum charter and about \$17 for each additional hour (**Exhibit 11-13**). The HISD Athletic Department has a four-year contract with Godman Bus Service to provide after-school trips at a cost of \$100 for four hours.

Exhibit 11-13
Comparison Of Field Trip Fees For HISD And Selected Private Providers
1995-96

Provider	Fees Per Field Trip 4 Hours	Fees Per Each Added Hour
Houston ISD	\$ 65.00	\$10.00
Brooks Bus Service	\$100.00	\$22.00
Adam Bus Service	\$115.00	\$10.50
Goodman Bus Service	\$120.00	\$22.00
Swinney Bus Service	\$120.00	NA
Camionetas/Garcia Tours	\$125.00	\$15.00
Private Provider Average	\$116.00	\$17.38

Source: Data provided by industry peers.

The average HISD field trip is 45 miles, with an average duration of four hours per trip. With a fully allocated operation cost of \$2.12 per mile, the cost is \$95.40 per average field trip. Capital costs are excluded since peak buses are not used. The HISD Transportation Department does not fully recover its operation costs and sets the fees for services below the market.

Recommendation 203:

Increase the minimum fee for field trips to fully recover operation costs and charge a premium for field trips that interfere with regular school transportation schedules.

The typical cost of a field trip is about \$95. The HISD Transportation Department should set a minimum fee of \$100 for four hours. This rate is comparable to private bus companies and would allow the Transportation Department to recover costs.

For each hour over the first four hours, the Transportation Department should charge \$50 per hour. This rate will mean a five-hour field trip by HISD will cost \$150 versus \$132 on average by a private bus company. The higher charge will discourage school principals from contracting with the HISD Transportation Department if they have a longer field trip and will ensure that buses are back in time for the afternoon route. If buses are not back in time, the \$50 rate will allow the Transportation Department to recover most of the expense to fill a route with another bus and driver.

This higher charge for each additional hour may be reconsidered for cases where the bus does not need to be back in four hours, such as evening or weekend trips for sporting events. A rate of \$15 per each hour over four hours may be more appropriate during nonpeak hours to stay in line with private companies. The fees for field trips should be recalculated on an annual basis and adjusted as appropriate to reflect actual costs and industry charges.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation institutes higher field trip fees to fully recover operation costs.	January 1997
2. The assistant superintendent for Transportation posts the revised fee structure with principals.	January 1997

FISCAL IMPACT

Based on 21,325 field trips in 1995-96, the expected increase in revenue to the Transportation Department will be \$640,000 assuming the same number of field trips. For the 1996-97 school year, the savings would be \$355,550 for five out of the nine months of school. This increase in revenue will be offset by increased transportation expenses for field trips for school principals, resulting in a zero net fiscal impact to HISD.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Increase Field Trip Fees, Transportation Revenue	\$355,500	\$640,000	\$640,000	\$640,000	\$640,000
Increase Field Trip Fees, Expense To Principals	(\$355,500)	(\$640,000)	(\$640,000)	(\$640,000)	(\$640,000)
Total Investment	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)

FINDING

The Transportation Department relies on five computer software programs to collect and record information. These programs include: the Edulog program for school bus routing and scheduling; the School Administration Systems Interface (SASI) program to maintain student records; the Maintenance Planning and Control (MPAC) program to track parts inventory and vehicle maintenance records; the Gasboy program to control and report fuel distribution; and the ZTR - 9000 program that records bus performance data by attaching a device to the bus engine to record revolutions per minute (RPM) and idle time.

The five programs are not coordinated with each other. SASI student information is not directly reported to the Edulog routing and scheduling system. Student address files are sent by SASI to HISD headquarters, where data are converted to a Paradox database format and student address data are checked for boundary qualifications. The database is then sent to the Routing and Scheduling section at the Transportation Department where it is loaded to Edulog. Edulog then checks for address accuracy and the Routing and Scheduling staff make changes if necessary. However, SASI records are not updated or corrected in response to the Edulog check for accuracy. SASI and Edulog are not coordinated, which creates inefficiencies in duplicated work and inaccuracies when data are not corrected in both systems.

As of September 1996, MPAC does not report necessary vehicle maintenance information. The MPAC system does not record and report vehicle mileage to schedule preventive maintenance inspections for buses. Vehicle odometer readings must be recorded and entered into MPAC manually twice a month. Preventive maintenance services are tracked manually. MPAC does not report on the number of preventive maintenance inspections performed on schedule or how many inspections are late. MPAC does not report maintenance repair hours or parts used per bus. The review team found that the MPAC program is capable of producing each of the vehicle management reports needed by the Transportation Department. However, each report requires staff in the FMO Data Services department to write a specific program in the MPAC software to meet the requirements of Transportation. The custom report is then transferred to the "menu" of reports available for use by personnel in the Transportation Department.

MPAC is not able to access or process information from either Gasboy or ZTR - 9000, tools which can monitor efficiency of operation. However, without integrating this information with other preventive maintenance and specific bus information, both programs will at best be used to collect data. The merit of collecting more data without a program to report and analyze management information is not productive.

Edulog is a database for route and schedule information and can report hours and miles per route and per driver assignment. The Edulog program includes a vehicle management information module that was not pursued by HISD. Edulog route and schedule information is not coordinated with the MPAC vehicle information system.

The computer programs require staff to enter and verify all data resulting in an inefficient system and duplication of effort. Further, personnel are unable to analyze data and prevent problems from occurring. Schools and parents may not be notified immediately of accidents involving their children, since complete rider information is unavailable. Because a complete service/repair history is unavailable, warning signs of breakdowns of buses are not easily detected. Records are not available to track or analyze costs per vehicle or per maintenance function.

Recommendation 204:

Coordinate the technology programs and information systems to provide effective and efficient information across the district.

Edulog, MPAC, and Gasboy should exchange accurate vehicle mileage information. SASI should automatically check student information for boundary and two-mile eligibility without duplicating the effort in Edulog.

A coordinated information system will help HISD personnel to respond to errors or problems efficiently; be more prompt in notifying parents; and keep records as accurate as possible.

New Edulog products can integrate information from Gasboy. The ZTR product line should be evaluated for the ability to integrate data before additional equipment is purchased. The FMO Data Services department should pursue these opportunities to coordinate computer programs and to implement an integrated information system.

The MPAC vehicle maintenance information system is discussed in a later section of this chapter.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager of Technical Support Services works with the FMO Data Services staff and the assistant superintendent for Technology and Information Systems to analyze existing computer programs to determine which programs can and should be linked.	February 1997
2. The associate superintendent for FMO directs the FMO Data Services staff to make the necessary computer program changes to ensure full productivity and efficiency of the MPAC, Edulog, and Gasboy systems.	April 1997
3. The associate superintendent for FMO authorizes the procurement of additional program enhancements as the need is identified to ensure full productivity of the existing investment in technology.	June 1997

FISCAL IMPACT

The time required for programming is estimated to be 1,000 hours for each of two years and 500 hours for each year following to develop program enhancements. A programmer will cost an estimated \$50 per hour. The cost of additional programs or vendor support may be offset by savings in productivity, reduced maintenance expense, or reduced fuel cost. The actual cost will depend on available vendor updates of current programs. Program enhancements to integrate software systems may be available for purchase at a lower cost than HISD developing its own enhancements to coordinate computer programs.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Develop Enhancements To Coordinate Computer Programs	(\$50,000)	(\$50,000)	(\$25,000)	(\$25,000)	(\$25,000)

FINDING

Management personnel in Transportation do not track, monitor, or use performance indicators to ensure that operations are running safely, efficiently, and effectively. It is uncommon for a transportation function of this size to lack this management information.

The Transportation Department does not have sound data for analysis purposes. As a result, managers for Transportation cannot detect specific problems or prevent them from occurring, nor can they measure progress.

Recommendation 205:

Develop key indicators to measure and monitor performance.

The indicators and goals shown in **Exhibit 11-14** should be established annually and monitored monthly both for the system as a whole and by individual terminal. Each semester, managers in the Transportation Department should examine these indicators and use the results to evaluate management practices. Information should be shared with all personnel in the department and with school principals. The coordinator of Routing and Scheduling should also analyze each route once a semester to determine if greater efficiency is possible.

Exhibit 11-14
Recommended Performance Indicators For HISD Transportation Department

Performance Indicator	HISD Actual Based on 1994-95	Target
Safety	1.5	1.4
Accidents Per 100,000 Miles	2.9	2.6
Incidents Per 100,000 Riders		
Cost-Efficiency	\$2.12	\$1.91
Operation Cost Per Mile	\$29,350	\$26,500
Annual Operation Costs Per Route		
Cost-Effectiveness	\$669	\$602

Annual Costs Per Rider	47%	60%
Percent State Reimbursement (TEA)		
Service-Effectiveness	0.6	0.7
Riders Per Mile	40	48
Riders Per Route		
Service Quality	Not Tracked	95%
On-time Performance	5%	0%
Open Routes Due To Unfilled Positions	Not Tracked	5%
Driver Absentee Rate	Not Tracked	45
Average Rider Trip Time In Minutes		
Maintenance Performance	Not Tracked	9,500
Miles Between Road Calls	Not Tracked	95%
Percent PM's Completed On Time	Not Tracked	6 hours
Turnover Time Per Bus In Repair		

Source: Extrapolated from HISD provided data. Transportation for summer programs not included.

Note: Recovered costs include state reimbursements. Targets have been set based on peer systems and estimated achievable targets.

Since actual HISD indicators are not tracked, the performance for each indicator has been estimated from the best sources available. The targets have been established based on the performance of peer school districts, METRO's performance, or where appropriate, a 10 percent improvement in HISD's current performance. Once the current HISD experience is measured, the targets may need to be adjusted. In the initial year, it may be appropriate to adjust these targets after the fall semester.

All personnel in Transportation should be informed of the standards and measures of performance, the targets to be achieved, and progress toward

the targets. Achievements in improved performance should be rewarded with appropriate incentives for employees. With a performance-based management program, the successes of the HISD Transportation Department can be verified and communicated.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation, manager of Technical Support Services, and the terminal managers adopt key indicators to be used to assess the performance of the department and each terminal.	March 1997
2. The assistant superintendent for Transportation and terminal managers monitor performance indicators for the department and by terminal. The manager of Technical Support Services assists the managers to collect and analyze performance data.	Monthly
3. The assistant superintendent for Transportation and terminal managers modify target performance goals to reflect current experience and appropriate goals. Chief foremen and supervisors are involved in the review and modification of performance indicators and measures.	May 1997
4. The assistant superintendent for Transportation and coordinator of Routing and Scheduling develop a report to monitor appropriate performance indicators by school.	June 1997
5. The coordinator of Routing and Scheduling analyzes route structure and modifies if appropriate.	June 1997
6. The assistant superintendent for Transportation adopts and implements appropriate reward incentives for improvement in performance.	August 1997
7. The management team for the Transportation Department adopts new performance targets for the next school year.	August 1997

FISCAL IMPACT

The adoption and monitoring of the performance indicators can be accomplished with existing resources. The cost of an incentive program will be offset by improvements in productivity.

Chapter 11:

C. ROUTING AND SCHEDULING

CURRENT SITUATION

The HISD Routing and Scheduling staff of 16 full-time employees was responsible for 1,068 student routes in 1995-1996. Four clerks are added each summer to assist with the peak workload. No transportation is provided for employees, although the department operated a van pool program during the 1980s.

The HISD Transportation Department implemented the Edulog automated route mapping and scheduling program in 1992. The purchase of Edulog was a primary recommendation of the Deloitte & Touche Transportation Study. Since the 1993-94 school year, the Routing and Scheduling section has used Edulog to alter existing routes and create new routes to meet increasing transportation demands.

Edulog contains modules to plan and map routes, calculate mileage and time for routes, and maximize efficiency of riders, routes, runs, and stops. The program creates records that calculate driver pay times for each route. The HISD Transportation Department uses these data to make route assignments and to monitor driver payroll. However, the payroll reports are manually prepared.

FINDING

In 1992, the staff for Routing and Scheduling entered existing routes into Edulog. The route, run, and stop maximization modules in Edulog have been used, but not on a consistent or comprehensive basis. Several tests have been run to reduce the number of routes operated. In 1994, the Routing and Scheduling staff conducted a test by selecting 80 routes, 20 from each terminal. The maximization capability of Edulog was able to eliminate eight routes, or 10 percent of the routes tested. However, this potential savings was lost the following year when individual school waiver days canceled the opportunity to reduce the number of routes.

The Routing and Scheduling coordinator said that plans to systematically examine the entire system were postponed due to the magnitude of waiver days. The major efficiency that Edulog offers is to combine schools on the same route. This combination is not cost-effective when one school has a

waiver day. The coordinator for Routing and Scheduling said no cost/benefit analysis was conducted to quantify the effect of the waiver days. Inefficient routes increase requirements for drivers, field supervisors, buses, mechanics, and maintenance capacity. Inefficient schedules create longer travel time for students, some of whom are riding more than two hours each way to school.

The review team heard complaints about the long travel times for students during focus group discussions with teachers and members of the Houston community, including Asian civic leaders and Tejano Democrats.

Recommendation 206:

Use the capabilities of Edulog to reduce the number of bus routes and the number of required buses, drivers, mechanics, and supervisors.

Routing and Scheduling should fully use Edulog's capabilities by mapping routes from scratch and continually testing modules to ensure routes remain as efficient as possible. This procedure will allow Edulog to combine pickup locations in a way that reduces hours, miles, and buses to the least possible number. With more than 1,000 routes, a computer program will be able to examine more combinations in less time than is possible through manual routing and scheduling techniques. Efficiencies should be possible even with the limitations imposed by waiver days.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Routing and Scheduling examines all routes in the system to minimize the number of bus routes required.	February 1997
2. The coordinator of Routing and Scheduling informs parents of any route/schedule changes.	July 1997
3. The coordinator of Routing and Scheduling implements new routes with the fall semester in 1997.	August 1997

FISCAL IMPACT

A very conservative estimate of the potential savings from using Edulog's capabilities is a 1 percent reduction in the cost of operation per student. This estimate is based on previous studies and the experience of members of the review team in the use of automated routing and scheduling systems. A 1 percent reduction in the 1994-95 operating cost of \$563 per regular student and \$1,156 per special education student results in a \$290,000 annual savings. This savings is based on a reduction in costs for regular students of \$200,000 and for special education students of \$90,000.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Use Edulog Capability	\$0	\$290,000	\$290,000	\$290,000	\$290,000

FINDING

Under site-based management, principals set their own bell times for the start and end of the school day. They also set the time for subsidized breakfast service and decide what time students may enter the school. If the Transportation Department was involved in this process, the Routing and Scheduling staff could improve route and schedule efficiency.

The lack of coordination between principals and the Transportation Department leads to substantial cost increases. Transportation combines schools on a single route as much as possible, but better coordination of bell times would allow more schools to be combined on routes. Buses would be able to make more than one trip in the morning and more than one in the afternoon.

Routing and Scheduling has reduced the number of required bus routes by combining services to schools close to one another, rather than having separate routes to each school. The Routing and Scheduling coordinator estimates that more than 90 percent of the routes serve multiple schools. In some instances, this practice has resulted in a bus arriving at its first school for breakfast and then having to wait with students on board to avoid arriving at the second school before students are allowed to enter school property. Since students may not be left alone, the driver and students have had to wait for up to 30 minutes every morning.

HISD did set the start and end of the school day based on staggered bell times prior to 1993. This practice was discontinued, however, when site-based management policies allowed principals to determine the schedule at each school. Records are not available to compare the cost of transportation before and after staggered bell times were ended.

To determine the potential savings of staggered bell times, the Transportation Department conducted a test in 1995. The test was based on HISD bus routes serving five middle schools and included other high schools and elementary schools in the immediate area. In the test, the hours of the high schools were set from 7:30 a.m. to 2:30 p.m.; elementary schools from 8:00 a.m. to 3:00 p.m.; and the middle schools from 8:20 a.m. to 3:45 p.m. Maximizing the Edulog program, the Transportation Department determined that a 29 percent savings could be achieved in the number of routes required to serve the schools in the sample. The total

number of routes to the five schools decreased from 93 routes to 66 routes, for an estimated savings of almost \$500,000 per year.

Based on the Transportation Department test of staggered bell times, most students will not be waiting for school buses longer under staggered bell times than under the existing bell times. Changes in bell times and the length of the school day will vary by school. In most cases the change will be no more than 10 to 30 minutes for elementary and middle schools and about 45 minutes for high school students.

School districts in Austin and San Antonio Northside have site-based management policies and also operate staggered bell times. In Austin, the principals vary schedules at individual schools to some extent but not so much as to risk the ability of the transportation department to coordinate school bus routes. Staggered bell times are firm at San Antonio Northside, and principals cannot change times for individual schools.

During the 1995-96 school year, the assistant superintendent for Transportation attended district superintendent meetings to present the costs of uncoordinated bell times. The district superintendents and senior management team for HISD did not pursue the option that school principals adjust bell times for the benefit of transportation schedules.

Recommendation 207:

Establish staggered bell times for all schools and work with principals to develop well-planned routing strategies and a commitment to improve schedule efficiency.

In addition, principals should work with Transportation to allow buses to drop off students at an earlier time. Early drop-offs would require the schools to establish supervision of students before classes start.

The HISD Transportation Department should announce the new schedule for staggered bell times in advance of the change to give parents the time to make appropriate family plans.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent for HISD, principals, and the Transportation Department examine options for bell time arrangements.	January 1997
2. The assistant superintendent for Transportation and a task force of principals set a policy and procedures for staggered bell times.	March 1997
3. The coordinator of Routing and Scheduling begins developing the new routes and schedules.	March 1997

4. The principals inform parents of the new bell times.	May 1997
5. The superintendent for HISD implements the new coordinated bell times.	August 1997

FISCAL IMPACT

Although the Transportation Department test of staggered bell times determined that a 29 percent savings could be achieved in the number of routes required to serve the schools in the sample, a more reasonable and conservative estimate for districtwide implementation of staggered bell times is a 10 percent reduction in the number of regular routes.

No savings is assumed on the special education routes, although this may be possible. At about \$31,000 for each of 654 routes in the 1994-95 school year, a 10 percent reduction in the number of regular routes could save a minimum of \$2 million annually.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Coordinate Staggered Bell Times	\$0	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000

FINDING

As part of site-based management, individual principals may set their own schedules for teacher in-service days and other events that require early dismissal of students. Early dismissal days are called waiver days because principals must submit a waiver to the Transportation Department to accommodate the changed bell times. Waivers are requested by schools for one day per week, one day per month, or on a schedule unique to the school.

Many routes serve more than one school to reduce the cost of operation. When the principal of only one school on a route changes the bell times for one day, Transportation must revise all routes and schedules to that school to accommodate the waiver. These uncoordinated exceptions require constant schedule revisions and decrease the efficiency of normal route scheduling by requiring an extra bus to meet the changed bell time.

Waivers occur daily, although they are concentrated on Wednesdays and Fridays. As of June 1996, school principals made 2,387 waiver day requests for the 1996-97 school year, or an average of almost 13 waivers

per school day. Each day for which a principal requested a waiver is counted as a single waiver day request. Principals at 52 schools made 81 percent of the requests (1,944 of 2,387). Principals at 150 schools did not make any waiver requests. This variation reflects the independent choices principals make under site-based management. Pleasantville Elementary made the most waiver day requests, 45 of the 180 school days.

The Transportation Department estimated the additional cost of waivers in 1995 was over \$126,000; however, this estimate represents only the marginal, out-of-pocket cost of the waivers. The time required by Routing and Scheduling to create the additional schedules was not considered. If the waiver bus is unable to return in time for the normal route, another cost is incurred for another bus and driver.

The assistant superintendent for Transportation announced in the spring of 1995 that principals will be charged for the marginal cost of waivers starting with the 1996-97 school year. The charge will be \$10 per hour for operations and \$4.30 per hour for maintenance. This charge will apply to all routes going to the school on waiver days. The purpose of this charge is to make principals aware of the cost of waivers and to reduce the number of exceptions made. The coordinator for Routing and Scheduling said the announcement of charges for the marginal cost of waivers did not result in a reduction of the number of waivers requested for the 1996-97 school year.

Recommendation 208:

Charge school principals the full cost of implementing waiver days.

To reduce costs to the district, principals should coordinate waiver days as much as possible without compromising the educational purpose of such events. Principals of schools served by the same bus routes should coordinate waiver days and schedules with each other. The fee schedule should be based on independent waiver days and waiver days scheduled in cooperation with other schools on the same route to encourage coordination.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent for HISD works with principals and the Transportation Department to examine options to the waiver arrangements.	March 1997
2. The assistant superintendent for Transportation provides data to each principal showing the high cost of waivers.	March 1997
3. The coordinator for Routing and Scheduling develops a procedure for	April

principals of schools served by the same bus routes to share information about preferred waiver days and schedules.	1997
4. The coordinator of Routing and Scheduling begins developing revised routes and schedules to accommodate waiver days.	May 1997
5. The assistant superintendent for Transportation informs principals of the charge back for the cost of the waivers.	May 1997

FISCAL IMPACT

Based on the cost for waivers in 1995-96, the expected increase in revenue to the Transportation Department will be \$126,000 for 1996-97. This increase in revenue will be offset by increased transportation expenses for waivers for school principals.

Coordinating and charging for waivers should decrease the number of requested waiver days by an estimated 20 percent. The 20 percent reduction is based on a target of reducing the 2,387 waiver-day requests for the 1996-97 school year by approximately 500. By decreasing the waiver days, HISD should save \$26,000 annually (\$126,000 x .20). The majority of the \$126,000 cost of waivers could be eliminated if all schools on a route operated on the same waiver schedule.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Charge for Waivers, Transportation Revenue	\$0	\$126,000	\$126,000	\$126,000	\$126,000
Charge for Waivers, Expense to Principals	(\$0)	(\$126,000)	(\$126,000)	(\$126,000)	(\$126,000)
Coordination of Waiver Days	\$0	\$26,000	\$26,000	\$26,000	\$26,000
Net Savings	\$0	\$26,000	\$26,000	\$26,000	\$26,000

FINDING

Both HISD and METRO offer transportation to many schools within the district. METRO routes directly serve or are within one-quarter mile (four city blocks) of almost every school in HISD.

According to a 1995 METRO Origin/Destination Survey, METRO carries 4,100 individual students daily. While this figure includes all school districts that METRO serves, HISD is the largest area district.

METRO sells a \$52 annual pass to students that entitles the student to ride any local route for no additional charge for the year. This amount is substantially below the \$563 annual cost to HISD for transporting a regular student to school.

The review team looked at two high schools to determine the potential for converting riders from school buses to METRO. High school students are the best population for conversion to METRO because they are generally able to travel by themselves. In addition, parents of high school students are less likely to have concerns about a student traveling on public transit.

The high schools chosen for this test were the High School for the Performing and Visual Arts (HSPVA), and Austin High School, a magnet for the teaching profession. Both schools were examined to determine the number of students whose pick-up location is within one-quarter mile of a METRO route that travels directly to the high school. Austin High School was also examined to determine how many students were within one-quarter mile of a METRO route that serves METRO's Eastwood Transit Center. This transit center is less than one mile from Austin High School. Exhibit 11-15 illustrates the results of this examination.

Exhibit 11-15
Possible HISD Rider Conversion to METRO

Category	HSPVA	Percent Of Riders	Austin High School	Percent Of Riders
Total Riders Carried On HISD Routes	497		157	
Riders Within 1/4 Mile Of METRO Route	34	6.8	11	7.0
Riders Within 1/4 Mile Of Transfer Route			8	5.1
Total Conversion Riders	34	6.8	19	12.1

Source: Extrapolated from data supplied by HISD and METRO, 1995-96.

Assuming these results are typical for the remaining high schools, approximately 7 percent of the district's high school student riders could be converted to METRO service at a lower cost. In 1995-96, high school

students amounted to 14,000 of 44,000 daily HISD student riders, or 32 percent.

Recommendation 209:

Encourage high school students to use METRO services instead of HISD school bus routes.

The general manager for METRO said that if student riders were placed on existing routes, the authority would add capacity as required. METRO is not willing to consider adding new routes for HISD students at the \$52 per year rate.

HISD will need to load METRO's routes into the Edulog system and place students on the METRO routes. HISD should furnish eligible students with a METRO student pass.

Eliminating these students from HISD routes will reduce resources required to carry the remaining students. By converting 7 percent of the high school students, which make up 32 percent of the riders, it is reasonable to project over 2 percent of all riders (.07 x .32) could be converted to METRO routes. Depending on the success of this effort, HISD could extend this service to middle school students and offer it as an option to elementary students.

Conversion of riders to METRO will have implications on the principals' ability to set waiver days. METRO is not willing to create a separate schedule for these exceptions. Conversion may affect the funding HISD receives for transportation from TEA, but TEA officials said that if HISD can determine the miles traveled by the students on METRO routes, the mileage could be included in the funding formula.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation and the coordinator for Routing and Scheduling work with METRO to identify the best candidate high schools for conversion to METRO.	January 1997
2. The superintendent for HISD negotiates an agreement with the general manager of METRO to buy annual student passes at \$52.	April 1997
3. The coordinator of Routing and Scheduling works with METRO and the principals of the target schools to notify students and parents of the demonstration.	June 1997
4. The assistant superintendent for Transportation monitors a one semester demonstration on the best candidate high school routes.	August 1997

5. The assistant superintendent for Transportation prepares an interim report on the demonstration and determine how to proceed.	October 1997
6. The assistant superintendent for Transportation recommends expansion of program to all high schools.	January 1998

FISCAL IMPACT

With 14,000 regular high school riders and a 7 percent potential capture rate, 980 high school riders could be converted to METRO routes. This would cost the district \$51,000 to buy the students a \$52 annual METRO pass, and the district would save \$563 for each regular rider converted. A net savings to the district of \$500,000 annually would result.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Place High School Students on METRO Routes	\$0	\$550,000	\$550,000	\$550,000	\$550,000
Purchase METRO Passes For High School Students	(\$0)	(\$50,000)	(\$50,000)	(\$50,000)	(\$50,000)
Net Savings	\$0	\$500,000	\$500,000	\$500,000	\$500,000

FINDING

The Transportation Department supplies services to other departments throughout the district. These services include transportation for students to and from classes, for vocational students between school and work, and for students to and from extracurricular activities such as field trips and sporting events. In addition, the Transportation Department maintains all general services vehicles for the district, including the fleet used for food services, police, and other departments.

For transportation to extracurricular activities, the Transportation Department competes with private school bus providers and receives payment from individual schools. A school principal can purchase services from either the Transportation Department or a private bus company.

As a provider of services to other departments, the Transportation Department has limited control over its budget. When individual principals make decisions that affect the Transportation Department, the assistant superintendent of Transportation has to bear the impact of those

decisions with little input or ability to regulate their affect. As previous findings have noted, this additional cost can be substantial.

To solve a similar problem, the Jefferson County School District in Colorado established its fleet maintenance department as a separate business unit within the district. The district now operates its fleet maintenance activities an "internal service fund." The Ingram, Texas and Abilene, Texas districts have also established their transportation departments as internal service funds.

Recommendation 210:

Financially manage the Transportation Department as a separate business unit, operating as an internal service fund.

As an internal service fund, the Transportation Department will "sell" its transportation and vehicle maintenance services to the principals of schools and to other departments in HISD. The budget of each of the departments will be adjusted to fund the purchase of transportation and vehicle maintenance services. These budget adjustments will be based on an evaluation of the current costs of the services from the Transportation Department.

The individual principals and other departments will be free to use the services of the Transportation Department or to contract with a private provider if the cost or quality of the service is better elsewhere.

There are a number of advantages to such an arrangement. Principals and other departments will gain greater authority over the type and amount of transportation services they receive. This authority is consistent with site-based management and offers the opportunity to find the best service at the lowest cost.

The Transportation Department will gain greater control over its activities as well, eliminating the requirement to furnish transportation regardless of the budget impact. If a principal wants special waiver service, the Transportation Department will charge the cost of that waiver. Transportation will be able to offer a lower price to schools that adopt coordinated bell times, reflecting the lower operation costs.

This business operation can be implemented over a broad spectrum. For example, the Transportation Department can supply a basic level of service "free," such as transporting students to and from school on a regular schedule. A charge would be instituted for modifications, such as waiver days or extracurricular activities. A discount, or refund, can be offered for coordinated bell times.

The ultimate business operation would move the Transportation Department beyond an internal service fund, whereby the department sells its services outside of HISD. A potential market could be Harris County or the Red Cross, both of which have significant daytime travel needs to transport seniors to lunch and on field trips. Another market may be METRO, which needs wheelchair lift-equipped vehicles for the METROLift program. This market may have the greatest opportunity in the evening between 4:00 p.m. and 6:00 p.m. during peak commuting hours. Any revenue received by these activities would help pay for needed improvements in the Transportation Department and would reduce the amount of resources the district would have to pay for those improvements.

The purpose is to establish accountability for the Transportation Department to focus on the cost-effective delivery of a high quality service for students. Another advantage is accountability for school principals and department managers to control costs. The operation of an internal service fund will be a substantial departure from the current practice of the Transportation Department. This business approach will require significant adjustment for the department's employees and for the "customers" within HISD. The risks are the same as with any business; if poorly managed, the department could fail and the customers would have to go elsewhere.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation and the superintendent for HISD propose to the HISD Board that the Transportation Department be converted to an internal service fund.	May 1997
2. The finance director for HISD develops the accounting mechanisms to charge the cost of transportation services to individual school budgets.	September 1997
3. The assistant superintendent for Transportation aggressively pursues potential off-peak markets, such as seniors to lunch, Harris County field trips, and METROLift.	September 1997

FISCAL IMPACT

Implementation of an internal service fund could be accomplished with existing resources. Over time, this approach to financial management should result in reduced costs for transportation as principals participate in efforts to budget and control expenses. Jefferson County School District realized a 10 percent savings.

By charging for services, the Transportation Department should be able to reduce costs as noted in the above Routing and Scheduling Section recommendations by almost \$2.5 million annually. Costs will be avoided because principals will participate in projects to create savings and decrease the costs of transportation to their schools. In addition, the opportunity for contracting services to other agencies outside HISD may generate revenue.

Chapter 11:

D. BUS FLEET MANAGEMENT

CURRENT SITUATION

The HISD Transportation Department maintains 1,422 school buses in four terminals

(**Exhibit 11-16**). The only maintenance services that are contracted out are warranty, rebuilding of major components, and major body repair.

Exhibit 11-16
HISD Buses By Terminal
1995-96

Terminal	Number of Buses
Barnett	397
Butler	361
Central	372
Delmar	292
Total	1,422

Source: HISD Records

The fleet includes a variety of bus sizes ranging from buses that carry less than five riders to those that carry more than 60. Most buses used for regular routes are more than 10 years old. Buses on the special routes are, on average, newer and equipped with air conditioning. All bus purchases in the last four to five years have been for buses with seat belts. The district has invested \$75 million in the replacement value of the current bus fleet.

FINDING

The ability to fuel diesel buses was recently added at Delmar. Previously, the one fuel tank was used for unleaded gasoline, even though the majority of buses assigned to the terminal are diesel. During June 1996, the tank

was switched to diesel, allowing most vehicles to refuel at their terminal. The unleaded gasoline vehicles must now be driven to another HISD facility to refuel.

COMMENDATION

The Transportation Department recently changed its fuel storage capacity from unleaded gasoline to diesel at Delmar Terminal to better accommodate the fleet assigned to that terminal.

FINDING

Sixty mechanics/repairers maintain a fleet of 1,422 buses at HISD, about 24 buses per mechanic and 0.43 mechanics per 100,000 vehicle miles. Based on the peer group average for mechanics per 100,000 miles and for buses per mechanics, an appropriate number of mechanics for HISD, considering total mileage and bus-fleet size, is between 51 and 63. A review of peer practices shows that HISD's number of mechanics is reasonable (**Exhibit 11-17**).

Exhibit 11-17

Comparison Of Mechanic Labor Force For HISD And Selected Districts 1994-95

District	Mechanics	Number of Buses	Buses Per Mechanic	Annual Miles Operated	Mechanics Per 100,000 Miles
Spring Branch, TX	8	222	28	1,554,693	0.51
Houston	60	1,422	24	13,830,143	0.43
Polk County (Bartow), FL	35	440	13	8,544,582	0.41
Dade County (Miami), FL	98	1,203	12	24,000,000	0.41
East Baton Rouge, LA	22	625	28	5,400,000	0.41
Orange County (Orlando), FL	60	1,035	17	15,000,000	0.40

Fort Worth, TX	20	377	19	5,358,133	0.37
Northside (San Antonio), TX	23	343	15	6,463,274	0.36
Broward County (Ft. Lauderdale), FL	45	1,102	24	15,000,000	0.30
Philadelphia, PA	29	1,014	35	10,600,000	0.27
Fort Bend, TX	8	259	32	3,435,994	0.23
Peer Group Average	39	767	23	10,382,869	0.37

Source: Data provided by school districts.

In May 1996, a team of 60 mechanics/repairers were employed at the four HISD terminals (**Exhibit 11-18**).

Exhibit 11-18
Number Of Recommended Mechanics By Facility
1995-96

Terminal	Number of Buses	Number of Available Mechanics/Repairers	Number of Needed Mechanics
Barnett	397	16	17
Butler	361	15	16
Central	372	20	16
Delmar	292	9	13
Total	1,422	60	62

Source: HISD Records

Note: Mechanics needed calculated at 23 buses per mechanic.

Although the analysis shows additional mechanics are needed at Delmar Terminal, an increase in staff is not recommended until HISD makes arrangements for a maintenance shop for the Delmar bus fleet. A reduction in the number of spare buses will reduce the fleet size and the number of mechanics needed.

COMMENDATION

The HISD Transportation Department has an appropriate number of mechanics and repairers to maintain the bus fleet.

Despite the condition of the maintenance facilities, especially at Delmar Terminal, the maintenance staff works hard to keep the large fleet of buses in good repair to safely carry students to school.

FINDING

School districts need enough spare buses to replace those under repair, in accidents, or removed from service for other reasons. The number of spares required is usually measured as a percentage of the number of buses required for daily service. The peer industry practice for this spare ratio is between 10 and 15 percent, according to a survey conducted by the review team.

HISD operated 1,068 bus routes in 1995-96 and maintained a fleet of 1,422 buses for a spare ratio of 33 percent. In various reports to the review team, HISD Transportation Department staff said that 85 to 101 buses were not "road worthy" in April 1996. Excluding 101 buses, the spare ratio was 24 percent.

At the beginning of the 1995-96 school year, HISD Transportation Department staff said they did not have enough school buses to meet route requirements. To meet requirements, the district reactivated 17 buses with more than 15 years of service from salvage and placed them into service again. Using old buses caused service and repair problems, but HISD was able to provide only summary information indicating the financial impact of this decision.

Recommendation 211:

Adopt a spare bus ratio of 15 percent.

With riders increasing every year at a faster rate than total enrollment, a 15 percent spare ratio will provide a cushion for continued growth in student riders. Once HISD establishes an adequate bus acquisition plan, the spare ratio may be reduced as new purchases cover the growth in demand. The need for a bus acquisition plan is discussed in a later section.

With HISD's 1,068 routes, a fleet size of 1,228 is required for a 15 percent spare ratio. At this level, HISD can sell 194 of the oldest buses in the fleet in the first year.

In each of the four subsequent years, approximately 157 buses 10 years of age or older will be retired and sold as surplus.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation identifies 194 of the oldest buses in the fleet for sale.	January 1997
2. The HISD Purchasing Department arranges for sale of buses.	March 1997
3. The assistant superintendent for Transportation prioritizes additional buses for sale as new buses are added to the fleet.	Ongoing

FISCAL IMPACT

Based on a survey of recent industry auctions by the review team, the sale of the surplus buses should generate \$1,000 per bus for the district.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Sell Surplus Buses	\$194,000	\$157,000	\$157,000	\$157,000	\$157,000

FINDING

HISD lacks a plan for fleet procurement and replacements. Currently, HISD purchases buses in response to critical needs, resulting in the purchase of a large number of new buses at one time. By doing so, a large number of buses need regular maintenance at the same time and cause service backlogs.

HISD purchased 148 buses (129 regular and 19 special education) in 1994 and 247 buses (10 regular and 237 special education) in 1995. Another 175 (137 regular and 38 special education) are on order. However, HISD acquired few buses in the four years preceding 1994. HISD makes all bus purchases through the state General Services Commission's cooperative purchasing arrangement.

Exhibits 11-19 and 11-20 compare the fleet age of HISD to peer districts. The age of the HISD fleet for regular routes is greater than the peer average, with nearly 60 percent of the buses more than 10 years old. The

age of the fleet increases the burden on maintenance personnel and raises the cost of repair. The special bus fleet clearly shows the effect of the recent purchases of buses made by the district, with only 9 percent of the fleet more than 10 years old. Almost 95 percent of the school bus fleet for special education is now air conditioned.

Exhibit 11-19
Regular Bus Age Distribution For HISD And Selected Districts
1994 - 95

Peer District	Percent Fleet 1 to 5 Years	Percent Fleet 5 to 10 Years	Percent Fleet 10+ Years
Austin	6	24	70
Alief	19	19	62
Houston	26	17	58
Cypress-Fairbanks	75	40	53
Fort Worth	48	0	52
Pasadena	37	21	41
Dallas County	27	34	39
Aldine	43	20	37
Humble	36	36	27
Northside (San Antonio)	26	74	0
Peer Group Average	35	30	42

Source: TEA School Transportation Operation Report, 1994-95.

Exhibit 11-20
Special Bus Age Distribution For HISD And Selected Districts
1994 - 95

Peer District	Percent Fleet 1 to 5 Years	Percent Fleet 5 to 10 Years	Percent Fleet 10+ Years
Austin	12	31	57
Fort Worth	49	2	48
Pasadena	32	30	39
Cypress-Fairbanks	12	51	37
Alief	27	42	31

Dallas County	51	21	27
Humble	49	24	27
Aldine	61	21	18
Houston	37	54	9
Northside (San Antonio)	50	50	0
Peer Group Average	38	30	32

Source: TEA School Transportation Operation Report, 1994-95.

The assistant superintendent for Transportation said the district has a policy of setting aside one cent of the tax assessment every other year for the capital purchase of school buses. This yields about \$8 million every other year. At a cost of about \$50,000 per bus, the \$8 million is sufficient to fund 160 new buses every other year.

However, HISD has purchased school buses each of the last two years, effectively advancing funds from a future year purchase. HISD had planned to set aside \$8 million to purchase new school buses in 1997 for the combined 1996-97 and 1997-98 school years. The HISD Board approved purchase of the buses in 1996 to meet current needs for the 1996-97 school year. The assistant superintendent for Transportation said this could mean a significant delay in the next purchase of school buses until 1999, the next scheduled date based on past practice.

Recommendation 212:

Adopt a policy to replace vehicles after 10 years of service; establish a fleet procurement plan to replace 10 percent of the fleet annually and a five-year capital budget for fleet purchases.

A regular program to purchase new equipment will smooth out the capital budget and avoid sudden changes in the age or mix of equipment in the fleet. The procurement plan should be a multi-year commitment with a small number of suppliers to avoid stocking parts from multiple vendors.

Setting aside the one cent every year will pay for replacing 10 percent of the fleet every year, while providing for an increase in the fleet size to accommodate the expected growth in student riders. If requirements for a larger fleet are reduced due to improvements in performance, the additional funds can be used to improve Transportation Department facilities.

Under the internal service fund concept recommended earlier in this chapter, buses are depreciated over the expected 10-year life of the vehicle, and the depreciation is charged as a cost each year. This provides for a fund to replace buses that is financed annually.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation develops a multi-year bus procurement plan that assumes a 10 percent replacement each year.	April 1997
2. The superintendent for HISD and the HISD Board adopt a long-term bus procurement plan with replacements every year.	May 1997
3. The HISD Board adopts a five-year capital budget for bus purchase and replacement.	August 1997

FISCAL IMPACT

The annual capital cost of replacing 10 percent of the fleet will be about \$6.2 million annually. The district currently provides about \$8 million every other year for school bus fleet procurement. Annual school bus procurement will allow the district to establish a more predictable budget requirement each year, rather than having larger procurement amounts in fewer years.

To fund an annual school bus procurement plan, HISD will need to provide a capital budget of \$6.2 million annually, or about \$31 million in five years. Current policy sets aside \$16 million or \$24 million in the same five years. The additional capital investment is estimated at \$15 million over five years, or \$3 million per year.

Keeping the fleet age below 10 years will result in significant savings to the district over time. The maintenance costs on a younger fleet are less than if the buses are kept past their useful lives. HISD compromises the safety of student riders by operating buses beyond the TEA-recommended useful life of 10 years.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Invest Additional Funds to Replace 10 Percent of Buses Each Year	(\$0)	(\$3,000,000)	(\$3,000,000)	(\$3,000,000)	(\$3,000,000)

FINDING

The HISD Transportation Department lacks enough maintenance capacity to adequately service the fleet. Inadequate facilities for school bus maintenance were found in each of three reviews of the HISD Transportation Department since 1985. There are 40 bays for a fleet of 1,422 buses, or 36 buses per maintenance bay (**Exhibit 11-21**). Peer districts consider 20 buses per bay as the desired standard. Actual practice varies, but the peer district average is 30 buses for each maintenance bay.

Exhibit 11-21
Recommended Maintenance Bays By Terminal
1995-96

Terminal	Number of Buses	Current Number of Maintenance Bays	Maintenance Bays Recommended
Barnett	397	10	14
Butler	361	12	13
Central	372	18	13
Delmar	292	0	10
Total	1,422	40	50

Source: HISD Records

Note: Bay requirement was calculated at 30 buses per bay.

The finding that 40 maintenance bays are available is an optimistic analysis of existing facilities because the Transportation Department has converted maintenance bays for alternate uses. Two bays are used as a paint booth and a tire shop at Butler Terminal; two bays are used as a parts bin and a tire shop at Barnett; and two bays are used as a parts bin and a tire shop at Central Terminal.

The Delmar facility consists of little more than a parking lot for buses. There are no buildings for the mechanics to work in and no maintenance bays for the 292 buses assigned to Delmar. Mechanics and helpers perform preventive maintenance and running repairs in the open parking area. Only one work area (equivalent to one maintenance bay) is roofed for protection from the elements.

Buses requiring heavy repairs must be driven or towed 12 miles each way to Butler Terminal or Central Terminal for service. Time is lost arranging repairs at the other shops and shuttling buses and drivers between the

locations. The lack of facilities at Delmar places a burden on the receiving shop, where mechanics are also responsible for the maintenance of their own fleet.

Recommendation 213:

Construct or lease facilities to provide 10 maintenance bays for Delmar Terminal.

With its fleet assignment of 292 buses, Delmar requires 10 maintenance bays. In the immediate future, only the newest buses should be assigned to Delmar to minimize the amount of maintenance required.

One alternative is to close the Delmar Terminal and move all buses and personnel to the three remaining terminals. This alternative is not recommended because each of the other three terminals are already operating near capacity. If the Delmar Terminal was closed, existing facilities would be strained and there would be no room for growth.

HISD should consider contracting with maintenance providers in the vicinity of the Delmar Terminal. Potential providers include private truck facilities or adjacent school districts such as Spring Branch. A private diesel repair shop would be able to maintain the district's fleet. Spring Branch ISD may provide an opportunity to share locations, given the close proximity of the district's boundaries to Delmar.

Another option is to contract with METRO for facilities or for maintenance services. METRO's Northwest maintenance facility is 1.2 miles from Delmar Terminal. In January 1997, METRO will open a new facility on the north side of Houston, creating excess maintenance capacity at the Northwest facility. METRO may contract out the Northwest facility to a private business at the same time. The change in METRO's operations at the Northwest maintenance facility may provide HISD with the opportunity to contract with METRO for use of extra capacity at Northwest. METRO told the review team that contracting is a possibility, subject to restrictions of federal funding.

Another option is for the district to contract for Delmar's operation and maintenance. Several private companies such as Laidlaw Transit Inc., Durham Transportation, and Ryder Student Transportation provide this type of service. The contract could be structured so the contractor has to provide the facility, the drivers and/or the mechanics. Contracting out these functions would eliminate the need to hire additional drivers, and would reduce the need to construct additional maintenance bays at the remaining terminals. Contracting out this way has the potential to lower costs in instances where a lower wage can be realized and when capital

costs can be avoided. Based on HISD wages and the district's lack of investment in facilities, the potential for cost savings by privatizing transportation services is limited.

The options available to provide maintenance facilities for the buses assigned to Delmar Terminal will not result in cost savings for HISD. For the long-term, the assistant superintendent for Transportation should investigate opportunities to buy or lease a maintenance facility or to build 10 maintenance bays.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation and the terminal managers reassign buses from Barnett to Central to match available maintenance capacity.	January 1997
2. The assistant superintendent for Transportation and the terminal manager at Delmar reduce the fleet size at Delmar until maintenance facilities are provided.	January 1997
3. The assistant superintendent for Transportation prepares specifications and solicits proposals to lease a maintenance facility near Delmar Terminal or proposals for contracted maintenance services.	March 1997
4. If proposals for leased facilities or contracted services are not cost-effective, the assistant superintendent for Transportation requests approval to bid for construction of 10 maintenance bays at the Delmar Terminal.	June 1997

FISCAL IMPACT

The estimated cost of constructing 10 additional maintenance bays is \$200,000 per bay, or \$2 million total. At a 20-year life, this amounts to \$100,000 annually. No cost for land is assumed, since HISD already owns enough land. This cost will provide an enclosed location to maintain the buses. An option to the capital investment is to lease or lease-purchase a facility at an estimated cost of \$100,000 annually.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Lease or purchase a maintenance facility	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)

FINDING

HISD is a teaching organization, yet it provides no formal training or apprentice program for its mechanics. HISD does not require mechanic certification either through ASE or through an in-house training program.

Many of HISD's mechanics were hired as mechanic helpers and most developed technical skills on the job or through training offered by vendors. Many mechanics and mechanic-helpers ask for technical training to improve skills. The Transportation Department does sponsor in-service training classes by vendors; however, without a continuous training program, mechanics fall behind the latest technology and are unable to earn professional certification.

Recommendation 214:

Establish a formal training curriculum for mechanics to maintain and improve the skills of existing mechanics.

HISD should implement an in-house training program for mechanics to receive sufficient training to enhance skill levels. Better-trained mechanics should result in better maintained buses and more productive employees. The top mechanics will be capable of moving into foreman or managerial positions. Higher skill levels attained by mechanics may require an increase in the top pay to keep the best mechanics from leaving for higher-paying jobs in the public and private sectors. The training program should be established to cover all levels of mechanics, from entry-level mechanic-helpers to master mechanics.

Journeyman mechanic and master mechanic training is usually established by an in-house program and is not available through a school setting. While HISD could follow the traditional approach, the establishment of a program open to outside companies or other school districts should be considered. This open enrollment would further the educational mission of the district and would complement the establishment of the Transportation Department as an internal service fund.

An alternate approach would be to send HISD mechanics to a program already established in another company such as METRO. This approach would save HISD from having to create its own program and hiring its own trainers and could act as an initial step in the eventual creation of an HISD program. The concern would be that training on a transit bus is not always transferable to school buses. The Region IV Educational Service Center may be an appropriate resource to provide training support for school bus maintenance.

As noted in a previous finding, mechanics should be encouraged to obtain certification in their

field, especially through the ASE exams.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager for Technical Support Services develops a journeyman and master mechanic training program.	June 1997
2. The assistant superintendent for Transportation announces the initial class of journeyman/master mechanic training.	August 1997
3. The first journeyman/master mechanics graduate.	August 2001

FISCAL IMPACT

A journeyman mechanic and master mechanic program takes four years to complete. The cost per trainee for four years is \$100,000, or \$25,000 per year, based on the costs at METRO. This cost includes pay for each mechanic's time to attend training on weekends. Assuming eight mechanics participate in the journeyman class each year, the investment would be \$200,000 each class, each year. Each class is a four-year program, requiring \$200,000 the first year, \$400,000 the second year, \$600,000 the third year, and \$800,000 each year following.

An internal class limited to HISD mechanics is recommended to focus on the specific needs of a school bus fleet. The majority of the costs cover mechanic salaries during training. Any students from outside would contribute minimal revenue to HISD and may increase costs by requiring additional instructors.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Provide Training for Mechanics	(\$0)	(\$200,000)	(\$400,000)	(\$600,000)	(\$800,000)

FINDING

Barbara Jordan High School offered a diesel mechanic training course coordinated with METRO. METRO hired students from the school during the summer to work in METRO vehicle maintenance facilities. METRO eliminated funding for these students in 1994, and the training program was canceled by Barbara Jordan in 1995. HISD did not develop the diesel mechanic training program in cooperation with its the HISD Transportation Department.

Recommendation 215:

Reactivate the diesel mechanic curriculum at Barbara Jordan High School.

The diesel mechanic training classes at Barbara Jordan will be the initial step for high school students to gain skills and experience. HISD should employ the students over the summer giving the Transportation Department a ready source of apprentice-mechanics at a reasonable wage. For older students, a similar program is currently offered at Houston Community College (HCC). Its diesel mechanic program consists of three classes and takes one year to complete.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager of Technical Support Services develops an appropriate mechanic training course in coordination with the principal at Barbara Jordan High School.	January 1997
2. The HISD magnet program offers courses for diesel engine maintenance for high school students.	August 1997

FISCAL IMPACT

The diesel mechanic course at Barbara Jordan should be included in the cost of ongoing courses. To hire the students for the summer, assuming 30 students for 12 weeks at 40 hours per week and \$6 per hour, the cost would be between \$87,000 plus payroll taxes estimated at \$8,700.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Hire Vocational Students	(\$0)	(\$95,700)	(\$95,700)	(\$95,700)	(\$95,700)

FINDING

The HISD Transportation Department lacks an effective Vehicle Management Information System (VMIS). Maintenance performance indicators cannot be tracked without an adequate information system to track preventive maintenance inspections and to analyze vehicle repair histories.

The MPAC program was purchased by HISD in December 1992 as a maintenance work order and fleet management system. The purchase price was \$1,465,897 including \$84,072 in customization of the software for

HISD. The assistant superintendent for Internal Audit, who was the HISD project manager for implementation of the MPAC program, told the review team the MPAC software was designed to administer a preventive and predictive maintenance program; track historical data on equipment, facilities, materials, and labor; increase manpower use through more effective scheduling; and build a set of job standards for performing maintenance and fleet repair tasks. The MPAC program was to be implemented within 13 months. The vendor predicted the system would be in full operation within four years.

As of September 1996, MPAC does not provide an effective VMIS tool. The records available on MPAC are not adequate for vehicle maintenance analysis, and MPAC does not provide data to monitor labor hours by inspection or repair. Therefore, standards are not set to monitor the effectiveness of mechanics; HISD is left with no way to determine whether mechanics are performing tasks within industry standards.

Despite the weaknesses in the MPAC system, a team of maintenance personnel in the Transportation Department and staff from the FMO Data Services Department have attempted to implement it to improve operations. A foreman at Barnett Terminal has prepared a user's manual for MPAC to help mechanics and foremen in the HISD Transportation Department. However, these refinements have not resulted in a fully capable VMIS system.

VMIS records were tracked on a File Pro database until 1994. File Pro is an off-the-shelf database program, not software designed as a VMIS. The use of File Pro was terminated when MPAC was installed. However, the records stored in File Pro were not transferred to the MPAC system. The vendor for MPAC told the assistant superintendent for Internal Audit it would be cost-prohibitive to convert the File Pro database to a format that could be used by MPAC. Therefore, maintenance personnel do not have an entire history of service on a particular bus. As a result, foremen and managers cannot identify trends and have difficulty detecting general failures on buses.

Recommendation 216:

Implement an effective vehicle management system.

HISD should establish an action plan for improving the VMIS system. Options include: improving the MPAC system, since HISD has already invested in this system; reactivating and enhancing the File Pro system; or purchasing an off-the-shelf VMIS system, such as the one offered by Edulog.

The cost of an off-the-shelf VMIS system could range from \$5,000 to \$50,000 including installation and training. A number of vendors sell software specifically designed for fleet management. For example, Current Software offers a product called Extra Fleet that is Windows compatible. The system is used by Dave Transportation Systems, a national private company that operates transit and school transportation service. The Extra Fleet software can be customized to tie in with a fuel management system. Another vendor, Arsenault Associates offers a product called Maintenance Dossier that is DOS compatible. The system is used by Browning Ferris Industries and several school districts in New York. Edulog also offers a fleet maintenance module for its software. The FleetPro software is designed to organize, store, retrieve, and analyze data for the maintenance and operation of school district vehicles.

If an off-the-shelf VMIS system is available to meet the requirements of the Transportation Department, HISD could purchase and install a VMIS system in less time than required to develop custom reports in MPAC.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation and the manager of Technical Support Services work with the chief foremen to analyze options for an effective VMIS system.	January 1997
2. The assistant superintendent for Transportation issues a request for qualifications and specifications for an off-the-shelf VMIS system that will meet the needs of the Transportation Department. The responses to the request for qualifications are evaluated to see if software is available that will be more effective than MPAC.	January 1997
3. The assistant superintendent recommends the most viable and cost-effective option to improve the vehicle maintenance information system.	March 1997
4. The director of Data Services in FMO and the assistant superintendent for Technology and Information Services provide the technical support to see that the recommended improvements are made.	May 1997
5. The superintendent for HISD directs that the vehicle management system be fully implemented.	January 1998

FISCAL IMPACT

A new off-the-shelf VMIS system for a 1,000- to 2,000-vehicle fleet is an estimated \$50,000. This amount should include the cost of training and software support. Other alternatives, including enhancements to the MPAC system, should be evaluated against the costs for a new system.

Improvements in mechanic productivity should more than offset the cost of purchasing or developing an effective VMIS.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Purchase a VMIS System	\$0	(\$50,000)	\$0	\$0	\$0

FINDING

Warranty and fleet defect specifications in the Texas GSC vehicle purchase document are not sufficient to protect HISD's vehicle investments. Current specifications are not adequate to provide for maximum warranty protection from the vendor. For example, there is no definition of fleet defects and the requirements for maximum turnaround time on warranty services are absent.

Recommendation 217:

Stipulate specifications for warranty and fleet defect in future procurement of buses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager for Technical Support Services develops specifications for warranty recovery and fleet defects.	January 1997
2. The assistant superintendent for Transportation contacts the GSC to include these specifications in the next procurements of buses.	January 1997

FISCAL IMPACT

The cost of this recommendation should be included in existing resources.

FINDING

As of September 1996, HISD has 975 radios for a fleet of 1,422 buses. Of the total number of radios, 665 are compatible with HISD's new multiple channel radio system. The remaining 310 radios are standard two-way radios. The old radios cannot access the HISD multiple channel radio system. Drivers using an old radio can talk only with the dispatcher in the Transportation Department. Approximately 447 buses do not have radios.

A bus fleet not fully equipped with radios is a serious safety concern. If an accident or incident occurred on a bus without a radio, the driver would not be able to call for help. A driver may not leave an occupied bus to find a phone. The driver has no way to notify the dispatcher that a problem or breakdown has occurred.

Communication with only the dispatcher in the Transportation Department also limits the value of the radio system. In the case of an emergency, the drivers should be able to talk to HISD Police and other personnel.

Recommendation 218:

Purchase additional radios to equip each school bus in the active fleet.

The HISD Transportation Department should purchase and install 253 radios to equip the active bus fleet of 1,228 buses. The 310 old two-way radios should be replaced with new radios purchased under the annual school bus procurement plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent for HISD authorizes capital funds for the purchase of enough radios to equip the fleet of school buses.	January 1997
2. The assistant superintendent for Transportation purchases and installs 253 new radios to equip every bus in the active fleet with a radio and ensures that 75 percent of the fleet is on the new HISD radio system.	June 1997
3. The assistant superintendent for Transportation includes a radio for each new bus purchased each year under the annual school bus procurement plan until the 310 old two-way radios are replaced.	Annually

FISCAL IMPACT

The purchase of another 563 radios to equip the recommended fleet of 1,228 active buses with new radios at \$1,100 each requires an investment of about \$619,300.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Purchase Radios	(\$278,300)	(\$136,400)	(\$136,400)	(\$68,200)	(\$0)

FINDING

HISD has installed cameras and camera boxes on some of the bus fleet. Cameras are installed in a box located on the ceiling of a bus. Currently,

there are 30 cameras for a fleet of 1,422 buses. The cameras are kept in storage and installed on buses when there is a problem or when requested by a principal or parent.

Camera boxes are installed on 458 buses, or 32 percent of the fleet. More boxes are installed than cameras because industry studies have shown boxes are just as effective at deterring incidents as cameras when equipped with a blinking red light that suggests a camera is present.

Video tapes made by bus cameras were used in conjunction with parent meetings held at two schools. As a result of viewing the films, parents were more willing to cooperate with the schools in controlling the situation.

The Transportation Department has written procedures for a principal to request a camera on a particular bus route. However, no program exists to systematically rotate the cameras and boxes on all routes, potentially reducing the effectiveness of the cameras as a deterrent.

Recommendation 219:

Establish a program to rotate the cameras and camera boxes on all routes in the district.

The cameras could be assigned on an as-requested basis. If no requests are active on a specific day, the terminal managers should assign the cameras to routes on a rotating basis. The 30 cameras spread over 1,068 routes would allow a camera to be on every route once every 36 days.

All camera boxes should be equipped with a blinking red light that is no different from an actual camera light so that students will not know when a camera is in the camera box. The drivers told the review team that students know when a camera is not installed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The terminal managers establish procedures for special requests and for rotating cameras over all routes in the district.	January 1997
2. The assistant superintendent purchases camera boxes with blinking red lights for each new bus purchased each year under the annual school bus procurement plan until all active buses in the fleet are equipped with a camera box.	Annually

FISCAL IMPACT

There would be no cost for a rotation plan or to rotate cameras and boxes throughout the fleet.

The cost of installing boxes on all buses at \$80 per box, is \$77,000. This provision would eliminate the need to rotate boxes among the fleet and would always give the perception that the bus was being observed. The provision of a camera box is a worthwhile addition to all future bus orders.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Purchase Camera Boxes	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)

FINDING

Bus drivers are allowed to drive buses home at midday. This practice was initiated in 1993 for the benefit of part-time drivers who perceived that they save time by going home during midday rather than to the assigned terminal. Those who are permitted to drive buses home at midday perceive this privilege to be a significant benefit.

This is a questionable management practice risking the safe storage of the fleet, exposing the district to additional automobile and general liability hazards and increasing "deadhead" miles (miles driven with no student passengers).

The HISD Transportation Department lacks a written policy to address who may drive a bus home under what circumstances. Without a policy, management may be accused of favoritism.

Recommendation 220:

Immediately discontinue the practice of allowing school bus drivers to routinely take home buses in the middle of the day.

HISD should adopt a clear, written policy on when school bus drivers may take home buses. Only few exceptions should be made to the general policy of not allowing drivers to take home buses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent for Transportation and the terminal managers establish clear procedures for exceptional circumstances when buses can be taken home by drivers.	January 1997
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2. The assistant superintendent for Transportation evaluates costs and benefits of the take-home program. If benefits cannot be established to offset increased liability, the practice should be terminated.

March 1997

FISCAL IMPACT

There is no anticipated fiscal impact as a result of this decision. Additional expenses may occur depending on the additional miles traveled and adjustments in driver pay time. This cost should be offset by a reduction in liability exposure, and by eliminating the potential misuse of the vehicles.

Chapter 11:

E. TRUCK SERVICE FLEET MANAGEMENT

CURRENT SITUATION

The HISD Truck Service Center maintains all district non-student transportation vehicles. The service center is located at Central Terminal, but operates as a separate section. **Exhibit 11-22** lists all vehicle categories maintained at the Truck Service Center.

Exhibit 11-22
Vehicles Maintained By HISD Truck Service Center
1995-96

Vehicle Category	Number of Vehicles Maintained
Sedans	78
Light Trucks, Passenger Vans	36
Light Trucks, Cargo Vans	287
Light Trucks, Pick-ups	272
Medium Trucks	293
Heavy Trucks	23
Sweepers, Rollers, Tractors	4
Construction (Tire)	13
Sub-total	1,006
Other (Compressors, Trailers, etc.)	128
Total	1,134

Source: HISD Facilities Management and Operations Listing of Vehicles June 5, 1996.

Truck maintenance facilities are housed in a building separate from the school bus maintenance shop at Central Terminal. The Truck Service Center consists of seven maintenance bays. This amounts to one bay for every 144 non-school transportation vehicles (excluding 128 vehicles in the "other" category in **Exhibit 11-22**). The manager of the Truck Service

Center said he has to repair vehicles in the parking lot with no shelter provided.

The Truck Service Center is staffed by two foremen, 19 mechanics, and four mechanic helpers. The staffing level equals 2.7 mechanics per bay, which is high considering that only two shifts work per day and that generally only one mechanic works in one bay at any given time.

The budget for maintaining the non-school transportation fleet was \$2.1 million for 1995-96. This amount does not include payroll benefits and other overhead costs allocated by the Finance Department. This expense amounts to \$2,000 annual cost for each motorized vehicle, of which \$1,500 is for parts and labor (excluding payroll benefits) and \$500 is for fuel. These expenses seem reasonable, assuming all required preventive maintenance and repairs are being performed for the entire non-school transportation fleet at the Truck Service Center. However, based on interviews with the foremen, all preventive maintenance does not occur.

FINDING

The HISD general service fleet includes more than 1,000 vehicles used by multiple departments including Food Service, Facility Maintenance, Police, and Construction. Information on the specific use and need of the vehicles by department was not available from HISD. Without additional information, the review team could not determine the optimum number of vehicles per department. However, based on other recommendations by the review team, there appear to be opportunities to reduce the number of general service vehicles. For example, if Food Service reduces the number of emergency food deliveries, the department can also reduce the number of delivery vans in the fleet.

No information was provided by HISD to indicate the number of the general service vehicles that are inoperative, but given the age of the fleet, it is likely that some are not being used. There are also vehicles in the fleet that are no longer required. For example, HISD recently contracted out garbage service and could sell or lease refuse trucks.

If the size of the general service fleet is reduced to eliminate surplus vehicles, the ratio of vehicles to mechanics will be improved. A smaller fleet may not require additional mechanics or space to perform maintenance.

The age of the non-school transportation vehicle fleet indicates that a regular procurement schedule has not been implemented. Vehicle

purchases are not evenly spread over a number of years. The overall age of the fleet is a concern. The age of vehicles ranges from under one year old to a trailer that was purchased in 1957. More than 20 percent of the "other" category, non-motorized, low-maintenance items such as trailers, are over 20 years old. More than 55 percent of the fleet is over 10 years old.

As the fleet ages, more maintenance becomes necessary. Information on the maintenance history of the general service vehicles was not available from the HISD Transportation Department, preventing the identification of the most trouble-prone vehicles. Like the school bus fleet, no Vehicle Management Information system (VMIS) is in place.

Little or no preventive maintenance is being performed on the vehicles in the general service fleet. The manager of the Truck Service Center said preventive maintenance is only done when the vehicle "owner" brings in the vehicle. No regular system exists to notify the owners when a preventive maintenance inspection is due.

Recommendation 221:

Establish a fleet management program for the general service vehicles.

Update the inventory for general service vehicles to reflect current need and use by department. Sell vehicles that are beyond their useful life and either reassign or sell vehicles that are no longer needed.

Establish a general service fleet procurement plan based on the expected life-span of the different types of vehicles in the fleet. Like the school bus procurement plan, a balanced schedule for the general service fleet will avoid large capital expenses. For major fleet categories, such as pickups and cargo vans, a multi-year procurement with a small number of suppliers will allow the district to avoid stocking parts from multiple vendors.

Include the general service vehicles in the vehicle maintenance information system for school buses. The VMIS system discussed for the bus fleet will allow similar benefits to the support fleet. Vehicles requiring the most maintenance time and expense can be identified and sold. The VMIS will permit a preventive maintenance schedule to be established and enforced for all vehicles.

IMPLEMENTATION STRATEGIES AND TIMELINE

1 The superintendent for HISD directs the assistant superintendent for	January
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Transportation to update the inventory for general service vehicles and to develop criteria to evaluate the need and use of each vehicle in the truck service fleet.	1997
2. The assistant superintendent for Transportation updates the inventory for general service vehicles to reflect current need and use by department according to established criteria.	March 1997
3. Based on the fleet inventory update, the manager of the Truck Service Center identifies vehicles that are no longer needed or are beyond cost-effective repair.	March 1997
4. The HISD Purchasing Department auctions all of the vehicles identified for sale.	May 1997
5. The assistant superintendent for Transportation and the manager of the Truck Service Center develop a five-year procurement and replacement plan for the general service fleet.	June 1997
6. The manager of Technical Support Services and the assistant superintendent for Transportation include the general service fleet in the VMIS system.	January 1998

FISCAL IMPACT

The specific savings or investment resulting from a fleet management plan cannot be accurately determined with the level of information available. However, costs should be offset by improved productivity and a smaller investment in the number of vehicles.

The fleet inventory can be updated and a fleet procurement plan can be established within existing resources. The cost to implement a VMIS system for the general service fleet is included in the cost of the VMIS system for the bus fleet. The cost of an annual procurement schedule for the general service fleet will prevent large vehicle purchases on an erratic schedule.

The expected salvage value of the surplus vehicles is low, given the age of the fleet and that the initial sale will only include those vehicles that are not in good repair.

Chapter 12:

Safety And Security

This chapter, which reviews all aspects of ensuring the safety of the students, staff and the security of facilities at HISD, is organized into four sections:

Introduction

- A. Organization of Safety and Security Functions
- B. Discipline Management and Alternative District
- C. Police Department
- D. Safety and Loss Control

Crime is the most serious problem facing people in Houston, according to the Comptroller's survey results. HISD has progressed considerably in recent years in addressing the crime problem through preventive, intervention and enforcement programs. Expansion of alternative education programs, the development of a municipal style police department, and other programs are improving the safety of students and employees.

These efforts notwithstanding, the Comptroller's office has several recommendations, including the development of a formal, long-term strategy for safety and security, revisions in the student code of conduct, and the consistent application of discipline policies and procedures.

INTRODUCTION

Perhaps no other function in public education has changed as much over the past several decades as safety and security. In the past, regular school teachers and principals managed this function. Today, most of the larger school districts have separate, distinct functions that manage various aspects of safety and security. The reason for this increased attention is that violence and crime have found their way into public schools.

In Texas, the problem is best seen in statistics on the average age of criminals, which has declined in recent years. Between 1985 and 1994, arrests of 14 to 19 year-olds increased from approximately one-fourth of all arrests to almost one-third of all arrests. The percentage of arrests of children under 14 also increased. According to the *Statistical Abstract of the United States*, part of this trend is due to a younger population. **Exhibit 12-1** presents the distribution of arrests by age group in Texas for selected years between 1985 and 1994.

Exhibit 12-1

Texas Arrests by Age Group 1985, 1990, 1992, 1994

Age	1985	1990	1992	1994
14 and under	11.1%	11.4%	12.0%	13.7%
15-19	27.2%	28.2%	28.9%	31.8%
20-24	20.2%	17.2%	16.8%	15.8%
25-29	15.0%	14.2%	13.2%	11.0%
Over 29	26.5%	29.0%	29.1%	27.7%
Total	100.0%	100.0%	100.0%	100.0%

Source: Crime in Texas-1985, 1990, 1992, 1994, Texas Department of Public Safety

Most of the crimes in Texas public schools are simple assaults, such as threats of bodily injury, provocative contact, and assaults with injury. However, there also are frequent occurrences of disorderly conduct, vandalism, drug possession and other crimes. **Exhibit 12-2** lists the types of crimes reported in Texas schools in 1994-95.

Exhibit 12-2 Common Offenses in Texas Schools 1994-95

Type of Offense	Percent
Simple assault	46%
Disorderly conduct	17%
Vandalism	14%
Theft from buildings	9%
Trespassing	5%
Intimidation	5%
Possession of Marijuana	4%

Source: Texas Education Agency, Texas Independent School District Crime Report-1995

Legislative Initiatives

Both national and state governments have addressed growing concerns for safety and security in public schools. The United States Congress passed the Safe and Drug-Free Schools and Communities Act requiring all school districts to have a comprehensive safe and drug-free schools program. The Texas Legislature also has addressed school violence. **Exhibit 12-3** summarizes recent major legislation relating to school safety and security passed by the 73rd Texas legislative session in 1993.

Exhibit 12-3

Major School Safety Initiatives of the 73rd Texas Legislative Session

Legislation	Purpose
House Bill 23	Requires sharing information on student arrests for serious offenses between law enforcement and the schools; requires the school principal to notify law enforcement if criminal activity is occurring or is suspected of occurring on campus.
Senate Resolution 879	Encourages collaboration between Texas Education Agency and Department of Public Safety in the recording of criminal incidents in the schools.
House Bills 633 and 634	Outlines the commissioning and jurisdiction of peace officers.
House Bill 2332	Authorizes the State Board of Education to establish special purpose schools or districts for students whose needs are not met through regular schools.
Senate Bill 16	Defines drug-free zones for schools.
Senate Bill 213	Creates the safe schools checklist.
Senate Bill 155	Creates the Texas Commission on Children and Youth.

Source: Policy Research-April 1994, Texas Education Agency

In 1995 the 74th Legislature passed perhaps the most sweeping changes in state law affecting safety and security. Senate Bill 1 (S.B. 1) overhauled the Texas Education Code and significantly changed the laws on safety and security in Texas schools. Under the new Texas Education Code, each school district must adopt a student code of conduct with the advice of a district-level committee and the juvenile board of each county in which the district is located. Other provisions require the removal of students who engage in serious misconduct and that specific information concerning the arrest or criminal conduct of students be shared between law enforcement entities and the school district. S.B. 1 also mandates a working relationship among school districts, the juvenile board, and

juvenile justice systems in counties with a population of 125,000 or more. It establishes the Juvenile Justice Alternative Education Program (JJAEP) under the jurisdiction of the Texas Juvenile Probation Commission. One of the objectives of the JJAEP program is to address crimes of students who have dropped out of school, a population believed to be more susceptible to committing crimes.

Roles and Responsibilities in Safety and Security

The increasing school violence and the resulting legislative programs require the interaction of several safety and security programs within each school district. These major programs include prevention, intervention, and enforcement.

Prevention programs adopted by the district, schools or communities prevent or reduce crimes and discipline problems on or near school campuses. They also improve safety through accident prevention, emergency preparedness, and operation of alarm systems. Intervention programs include discipline management policies and alternative programs. Alternative programs for students with discipline problems provide specialized learning environments away from the regular classroom.

The enforcement programs in large school districts are generally managed by a police department. This department responds to reported incidents and takes actions required by state law. A major role of a school district police department is to monitor and enforce the laws and regulations in the district and to coordinate its efforts with other law enforcement agencies. School district police departments are also involved in designing and developing of prevention and intervention programs.

Performance Measurement

The success of a safety and security program is best measured by the perception of safety by students, employees, parents and members of the community. Crime or incident statistics, while useful in allocating resources, do not necessarily measure performance in this area, because not all incidents are reported. An increase in the number of incidents may reflect a growing crime problem or it might represent an improvement in reporting, or both. Consequently, measuring the public's perception of safety is extremely important in managing safety and security.

A survey by the University of Texas Office of Survey Research highlighted an interesting dilemma for Texas public schools: parents believe their own children's schools are safer than schools in general. Seventy-eight percent of Texans agree that violence in public schools is a

problem; however, only 27 percent of Texans with children in public school agree that the problem exists at their own child's school.

There are several factors that contribute to this perception. First, parents who see their children come home unharmed every day for a year understandably believe schools are safe. Second, the perception of nonparents is based primarily on what they read or hear in the media, which is unlikely to report that 3.7 million students in Texas make it home safely each day. Parents, on the other hand, attach less significance to media coverage of school-related crimes because of their own personal experience of safety. This perception problem creates a daunting challenge for school district administrators, who must manage a safety and security function based on perceptions of safety.

Chapter 12:

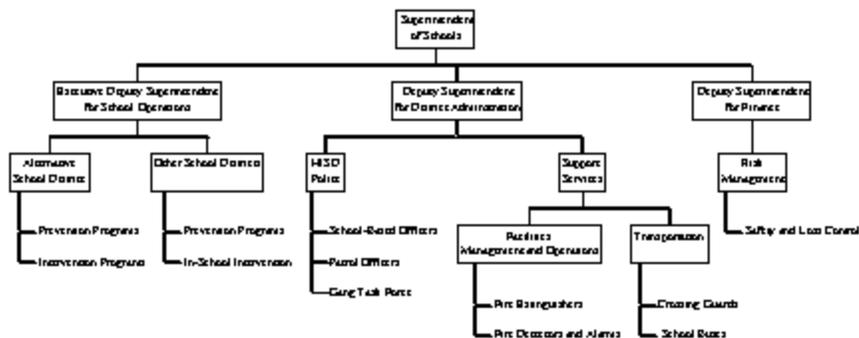
A. ORGANIZATION OF SAFETY AND SECURITY FUNCTIONS

CURRENT SITUATION

The safety and security functions of HISD are vested in the individual school campuses and several departments throughout the district, including the Alternative Education District, Police Department, Risk Management, and Transportation. These departments report to one of the three deputy superintendents, as shown in **Exhibit 12-4**.

Exhibit 12-4

HISD Departments with Safety and Security Functions



The safety and security functions of HISD include discipline actions on individual campuses, police-related incidents involving the police department, and screening and admitting students with continual behavior problems to alternative education programs. The Transportation Department is responsible for the crossing guard program and bus safety, and the Risk Management Department is responsible for safety training and the reporting of accidents and injuries.

Since 1989-90, expenditures and positions have increased considerably for HISD safety and security programs, particularly in the areas of substance abuse monitors, police officers and crossing guards. **Exhibit 12-5** presents staff counts and budget amounts for selected safety and security areas.

Exhibit 12-5

Budget Information for Selected HISD Security Areas

	1989-90	1992-93	1995-96			
Program	Staff	Budget	Staff	Budget	Staff	Budget
Substance Abuse Monitors	n.a.	-	26.0	\$568,232	28.0	\$650,679
HISD Police Department	37.0	\$1,232,762	65.0	\$2,507,556	107.0	\$3,945,529
Campus Officers (*)	78.0	\$1,544,053	78.5	\$1,700,000	111.0	\$2,610,599
Crossing Guards	231.0	\$ 977,744	270.0	\$1,442,930	324.0	\$1,741,358

Source: Finance Department, HISD

* Selected campuses, such as Ryan Middle School and Lamar High School, hire additional police or security personnel and fund these positions from their campus budgets.

FINDING

HISD has pursued and is continuing to pursue a dual safety and security strategy. This dual strategy relies on expanding alternative education programs to address the needs of students with discipline problems, and expanding the police department to increase safety and security.

The first element of the dual strategy has been the growth of the Alternative District and the trend toward placing students with discipline problems in separate learning environments. The idea is to make schools safer by removing discipline problems or dangerous students from the regular classroom.

HISD organizes its alternative education programs into four clusters or areas, with three of the four clusters or areas addressing students with discipline problems. **Exhibit 12-6** briefly describes these three types of Alternative District programs.

Exhibit 12-6

HISD Alternative District Intervention Programs 1994-95

Program Name	Program Description
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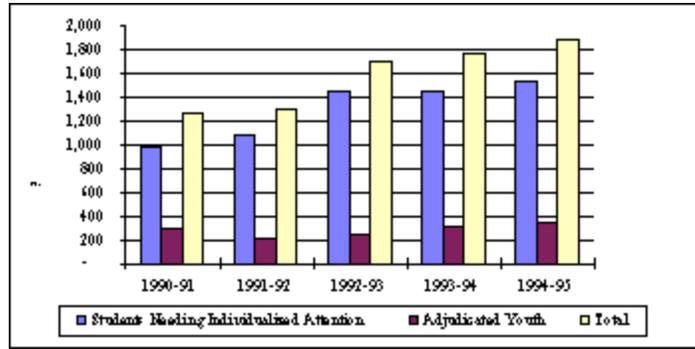
Individualized Instructional, Social, or Behavioral Needs	
H. P. Carter Career Center	(A) Career-oriented educational and vocational program designed to motivate dropouts and at-risk students to come to school and graduate or earn a GED. (B) Behavior center for non-violent students who have a history of psychiatric hospitalization.
Community Services	Continuous K-12 instruction provided to eligible students in the setting that best meets the individual student's needs and limitations.
Contemporary Learning Center	Competency-based, individualized, self-paced continuous progress curriculum and instruction provided to at-risk middle and high school students who have not been successful with traditional methods of learning and who are achieving below their potential.
Crittenton Education Center	Secondary alternative school designed to provide for the special needs of pregnant HISD students.
Crossroads	Nine-week voluntary intervention program for students who are chemically dependent. Students and their families receive individual and group counseling; parental involvement is required.
Foley's Academy	Individualized, self-paced, college preparatory curriculum and instruction featuring flexible scheduling.
Harper Alternative School	(A) Services offered to secondary Special Education student who cannot function in a regular school setting. (B) Regular instructional program available to regular education students who have violated the Code of Student Conduct regarding weapons possession on a campus.
Houston Night High School	(A) Night school, housed on the Milby HS campus, for school-aged dropouts or potential dropouts who find it difficult to attend day school on a regular basis. (B) Night school for students who wish to earn additional credits.
Kay On-Going Education Center	Secondary alternative school designed to provide for the special needs of pregnant HISD students.
Ripley Alternative Program	Community-based program offering an alternative to expulsion for students from three nearby middle schools: Edison, Jackson & McReynolds.

Terrell Alternative Middle School	Comprehensive academic and behavior modification program for students needing placement in a highly structured, restrictive environment.
Adjudicated Youth	
Burnett-Bayland School	Individualized, self-paced instruction for students placed by the courts in a minimum security residential facility operated by the Harris County Juvenile Probation Department.
Harris County Juvenile Detention Center	Individualized, self-paced instruction for students placed by the courts in a maximum security residential facility operated by the Harris County Juvenile Probation Department.
Harris County Youth Village	Individualized, self-paced instruction for students temporarily placed by the courts in a minimum security residential facility operated by the Harris County Juvenile Probation Department.
Community-Based Organizations	
Community-Based Programs	Community-based organizations operate a wide array of school-based programs, such as dropout prevention and recovery, selected middle school discipline reassignment, and referrals for at-risk students.
George I. Sanchez High School	Tuition-free, community-based, alternative school in partnership with HISD for students who have dropped out of school.

Source: Alternative District

The number of Alternative District schools and alternative educational centers related to discipline management increased from 13 in 1990 to 25 in 1995. Average daily attendance in these schools (excluding Community Based Organizations) increased from 1,279 students in 1990-91 to 1,882 students in 1994-95 (**Exhibit 12-7**). HISD's total enrollment remained fairly stable during this same time period, yet a higher percentage of students were placed in separate learning environments. Even with this growth, demand for these programs exceeds current capacity, and several of the Alternative District schools have waiting lists.

Exhibit 12-7
Average Daily Attendance
Alternative District Schools - Discipline Management



Source: Alternative Education District, HISD

The most pronounced growth in the Alternative District has occurred in the area of Community Based Organizations (CBO). CBOs are private organizations that are funded by HISD to develop and operate educational programs. CBOs provide a placement option for students with discipline problems that were on waiting lists for other Alternative District programs. Many students in CBO programs are in dropout prevention activities, but the district does not track how many of these are discipline problems. As depicted in **Exhibit 12-8**, students served by these schools have increased from 1,812 in 1994-95 to 4,652 students in 1995-96.

**Exhibit 12-8
Students Served in GED Programs
Alternative District**

Name	1994-95	1995-96
A. A. McCardell Academy	448	240
Education Learning and Enrichment Center, Inc.	707	1,267
Employment & Training Center	349	1,198
Houston Works Skill Enhancement Center	87	272
Youth for Education & Success	221	175
Gulf Shores Academy	--	200
HCC Alternative Ed. Program	--	200
LEAP, Inc.	--	935
Kazi Shule	--	5
Houston Read Commission	--	160
Total	1,812	4,652

Source: Alternative Education District, HISD

The second element of HISD's effort to improve safety and security has been the significant growth of the Police Department. This growth reflects a strategy aimed at making schools safer by increasing law-enforcement on campus. The HISD Police Department, including campus officers, has tripled in size over the past decade, from 75 employees in 1986-87 to 218 in 1995-96. The department is also seeking approval to continue this aggressive growth strategy for future years. The long-term strategy of the HISD Police Department is to assume many of the roles previously performed by HPD.

Exhibit 12-9 shows a growth in police-related incidents and referrals to the Houston Police Department (HPD).

Exhibit 12-9
Comparison of Enrollment and Enforcement Activities
1992-1994

	1992-93	1993-94	1994-95
Enrollment	198,013	200,445	202,149
Police-Related Incidents	NA	3,271	3,454
Referrals to HPD	683	794	1,260

Source: District & School Profiles: 1995-96; Report on Educational Programs: A Statistical Report from the Department of Research and Evaluation: 1994-95 Disciplinary Action Report; and HISD Campus-Based Related Incidents Summary Reports.

In 1994-95 HISD made 1,260 referrals to HPD. This is an increase of 59 percent over the previous year when there were 794 such referrals. This increase may be due in part to the fact that the most recent Code of Student Conduct explicitly describes instances in which principals are required to report an infraction to local law enforcement.

Safety and security is a high priority for HISD. However, the rapid growth of both the HISD Police Department and Alternative District programming are not occurring in an integrated fashion. Safety and security planning is currently segmented by program area. Law enforcement and alternative program objectives should be combined as much as possible to provide a comprehensive approach and to contain spiraling costs.

Recommendation 222:

HISD should develop a formal, long-term strategy for safety and security.

As part of a districtwide strategic planning effort, long-range goals, objective and action plans should be developed for safety and security. The appropriate mix of alternative programs, community-based efforts, and law enforcement should be sought and plans developed for achieving that mix.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------|
| 1. The executive deputy superintendent for school operations and the deputy superintendent for district administration should appoint a committee of principals, teachers, parents, HPD, and HISD's police force to review the performance of and correlation between alternative education programs and police department activities at HISD and other school districts around the country. | January
1996 |
| | February
1997 |
| 2. The committee should develop a long-term strategy for ensuring the safety and security of HISD students and employees and present it to the board for review and approval. | March
1997 |
| 3. The board should appropriate resources to meet the goals and objectives of the plan. | Ongoing |
| | Annually |
| 4. The executive deputy superintendent for school operations should report on performance and attainment of goals to the board. | |

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

FINDING

HISD conducted two surveys during the 1992-93 and 1993-94 school years that included safety and security issues. The survey asked a group representative of the overall community if they agreed or disagreed with the following statement.

The school is a safe place to be.

The public input survey conducted during the Comptroller's study asked the survey group if they agreed with the following statement:

Schools in HISD are safe and secure.

In the 1993-94 HISD survey, 75 percent of the public perceived school as a safe place, while only 36 percent agreed in the 1996 Comptroller survey. As indicated by the Comptroller survey, the variance is explained by the difference in opinions between parents with children in HISD and parents without children in HISD. According to the Comptroller survey, 61 percent of the public input respondents agreeing with the statement were parents with children in HISD compared to only 39 percent of respondents without children in HISD.

Exhibit 12-10 presents the responses to the three surveys.

Exhibit 12-10
Survey Results: Schools are a Safe Place

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
1992-93 HISD Survey	26%	48%	11%	7%	8%
1993-94 HISD Survey	27%	48%	10%	6%	9%
1996 Comptroller Survey	7%	29%	29%	28%	7%

Source: Research and Evaluation, HISD and Comptroller of Public Accounts

Based on focus groups conducted by the Comptroller, many in the Houston community believe safety and security has improved at HISD. These focus groups included community organizations, such as the Magnet Program Advisory Board, the West Community Leadership Group, Houston Association of School Administrators, Citywide PTA, and the African American Civic Leaders.

Periodic opinion surveys can identify the safety and security concerns of various segments of the Houston community. They can also help target district efforts to improve intervention strategies and educate the community about the safety and security of HISD students.

Recommendation 223:

HISD should conduct opinion surveys on safety and security issues every two years and analyze these results as a way to evaluate the performance of safety and security programs. The results should be published in the local media to inform the Houston community of its progress.

HISD should analyze the results of future opinion surveys for parents of HISD students and other members of the community and publish them in HISD publications. The results of these surveys should also be incorporated into the development of strategic plans and public information materials and programs for the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent should conduct opinion surveys on safety and security issues every two years.
2. The assistant superintendent of Research and Evaluation should publish survey results. The results should clearly explain any differences in opinion between parents with children in HISD and the overall community. Ongoing
3. HISD should consider the results of these opinion surveys in developing its strategic plans and public information and allocating resources accordingly. Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The City of Houston is responsible for the school crossing guard program, as mandated by the Texas Local Government Code, Title XI, Subtitle A, Chapter 343. According to Transportation Department staff, HISD voluntarily assumed responsibility for the crossing guard program in 1989 to improve the quality and safety record of the program. Previously, crossing guards were assigned and supervised by the Houston Police Department.

State law provides funding for crossing guard programs to participating school districts throughout the state. Section 102.014 of the State Code of Criminal Procedure sets aside a portion of parking fines (between \$2 and \$5 per ticket) and court costs for moving violations (up to \$20) for school zone infractions. In addition, under an optional provision in the Local Government Code, Section 106.001, counties have the option of providing a portion of vehicle registration fees for the program.

The City of Houston, through a city ordinance, and Harris County are providing the maximum amount of support allowable by state law to the

crossing guard program. For 1995-96, HISD received \$1.1 million for the program. However, the cost to HISD was \$1.3 million; district funds were used for the remaining \$200,000. County vehicle registration fees have accounted for an additional \$600,00 for this program to date, and could potentially narrow the funding gap further. However, it is not known how long this optional funding will remain available and fines remain the primary source of income.

HISD and other districts in Texas are faced with the choice of reducing the quality of their crossing guard programs or supplementing the program with district funds.

Recommendation 224:

HISD should ask lawmakers to change state law to allow higher revenues for the crossing guard program.

State law should be modified to increase the allowable set-aside for the crossing guard program to \$10 per parking ticket and \$25 per moving violation. Individual municipalities would retain the choice to set aside lower levels. Additional revenues would come from individuals who violate traffic laws in school zones.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------|
| 1. The superintendent coordinates with the mayor of the City of Houston to propose changes to the State Code of Criminal Procedure, Section 102.014 to increase set aside limits for the crossing guard program. | October 1996 |
| 2. The superintendent coordinates with the mayor of the City of Houston and appropriate state officials and legislatures to pass the proposed changes during the 1997 Texas Legislative session. | October-December 1996 |
| 3. The superintendent coordinates with the mayor and the City Council to change the city ordinance to increase the revenue from school zone traffic violations to fully fund the crossing guard program. | May 1997 |
| 4. The crossing guard program is fully funded. | September 1, 1997 |

FISCAL IMPACT

State law and city ordinance changes would result in enough funding from the City of Houston and Harris County to fully fund the HISD crossing

guard program. Based upon 1995-96 figures, this would amount to a \$200,000 savings for the HISD per year, starting in school year 1997-98.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Recover full cost of crossing guard program.	\$0	\$200,000	\$200,000	\$200,000	\$200,000

FINDING

The Transportation Department and the risk manager for HISD said that data is not collected to verify the effectiveness of the crossing guard program. School principals believe it is working well, but no data exist to support or deny this belief. Student accidents on or off school grounds are reported directly to the school principal; any accidents at school crossings are reported by the principal with other on-campus incidents. There is no documentation of the effectiveness of the program before or after HISD assumed responsibility nor any analysis to determine if the program should continue to be funded at current levels.

Recommendation 225:

Identify safety and performance measures for the crossing guard program.

HISD should collect historical data on student accidents off school grounds and analyze this data to measure the crossing guard program's effectiveness. After establishing a baseline, HISD should set performance standards and measure the program's effectiveness on an annual basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The assistant superintendent of Transportation should identify safety and performance measures and establish standards for these measures for the crossing guard program. These measures should include accident ratios and estimated student count per crossing guard. February 1997
2. The assistant superintendent of Transportation should evaluate the performance of the crossing guard program annually. Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

Chapter 12:

B. DISCIPLINE MANAGEMENT AND ALTERNATIVE DISTRICT

Each school district in Texas is required to adopt a code of student conduct. The code must establish standards for student behavior and comply with the provision outlined in S.B. 1 (Chapter 37, Subchapter A). HISD maintains such a manual and also maintains other documents that are relevant to discipline management. The Code of Conduct identifies several levels of offenses or safety violations and suggests responses for teachers, school administrators and district administrators. Other documents that govern actions relating to discipline management include the Administrative Procedures Manual and the Emergency Preparedness Plan, which provide responses to severe criminal offenses in addition to other types of emergencies.

One of the more common responses to discipline problems is placement in alternative education programs. Alternative education programs provide remedial and support programs separate from the regular classroom and are generally in a different school.

Many United States school districts have recognized the need for alternative education programs, and districts have been expanding these programs rapidly over the last few years. Over the past two years, New York City has added 24 alternative schools, while Dade County Public Schools has developed two corporate-sponsored high schools with 240 students. Innovative programs include:

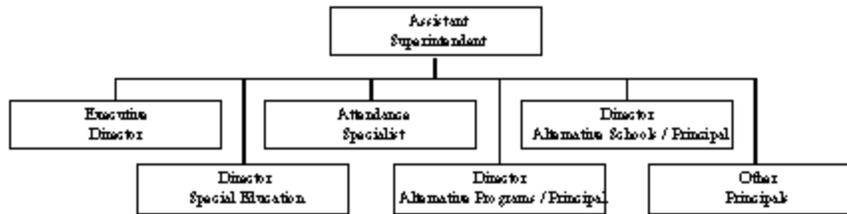
* Los Angeles Unified (California) has developed its Continuation Schools for at-risk students who are typically underachievers with social adjustment problems. These schools are usually located on the corners of high school campuses and are arranged in bungalow-style classrooms.

* As a last resort, Dade County Public Schools (Florida) developed an alternative telecommunications center. Selected students with severe discipline problems are required to complete their studies at home using the center's distance learning capabilities.

* Alief ISD (Texas) combined all of its alternative education programs into one multi-wing alternative education center. This center, a former hospital, offers a wide variety of programs from short-term alternative assistance to programs for the emotionally disturbed.

HISD's alternative programs are in the Alternative District, along with special education. The Alternative District consists of an assistant superintendent, executive director, director of special education, attendance specialists, director of alternative programs, director of alternative schools, and school principals. The directors of alternative programs and alternative schools also serve as principals of two alternative schools. **Exhibit 12-11** presents the organizational structure.

**Exhibit 12-11
Alternative District Organization Chart**



Source: Alternative Education District, HISD

FINDING

HISD has formed hundreds of community service partnerships, many of which are focused on safety and security issues. HISD maintains a catalog of information describing the goals, objectives and progress of over 300 different organizations. These organizations team HISD schools with area organizations, such as the Coalition of Ministers Against Crime, City of Houston Police Department, Harris County Medical Society, Houston Bar Association, and Southwest Trailriders Association. **Exhibit 12-12** presents the activities of a sample of organizations at HISD during the 1994-95 school year.

Exhibit 12-12

Community Service Partnerships Addressing Safety and Security

Community Partners	Activity in 1994-95
Coalition of Ministers Against	Provided supplies for students at DeZavala Elementary School

Crime	
City of Houston Police Department	D.A.R.E. - drug awareness and prevention program at schools throughout the district.
Harris County Medical Society	Sponsored science and nutrition lab, Apple IIE computer and program on video game, show box activities at Sinclair Elementary School.
Houston Bar Association	Taught conflict management and peer mediation to students at six elementary and middle schools.
Southwest Trailriders Association	Sponsored a 4-H program for 6th and 7th graders - monthly at Attucks Middle School.

Source: Community Partnerships Catalog - 1994-95, HISD

COMMENDATION

HISD is commended for its aggressive community-based programs, which provide effective solutions at little or no extra cost to the District. These programs have two major benefits: increased community involvement and safer schools.

FINDING

HISD was the first school district in Texas to participate in the Absent Students Assistance Program (ASAP). ASAP began as a pilot program in Harris County to increase school attendance of at-risk students. The program became a full-year program in two precincts in 1993-94. The anticipated benefits of the program include an increase in attendance and state funding, and a reduction in juvenile crime.

COMMENDATION

HISD is commended for participating in the Absent Students Assistance Program and increasing school attendance of at-risk students.

FINDING

Approximately 40 percent of the adjudicated youth in Harris County's detention facilities are students who come from other school districts. However, HISD picks up a majority of the expense for these students. Adjudicated youth are students who have been incarcerated in a county

facility as a result of a criminal act. The County Court assigns them to one of the County's detention facilities, which are all physically located within HISD's jurisdiction. As a result, the student becomes the responsibility of HISD, regardless of the place of residence of the student's parents.

In the 1970's, when neighboring districts were smaller, HISD agreed to provide all teachers to support HISD students and out-of-district students assigned by the County Judge to the County Detention Facility. Over the past 20 years, the percentage of out-of-district students has steadily increased to 40 percent, yet HISD continues to provide funding for all the teachers. HISD receives the state adjusted allotment on these students, as they are considered to be HISD residents during the detention. However, HISD's costs range from double to more than triple that of the revenue received for these programs (**Exhibit 12-13**).

Exhibit 12-13
Cost of Educating Adjudicated Youth (2)
1994-95

School	Average Daily Attendance	Expenditure per Student (1)	Adjusted Basic Allotment	Difference per student
Burnett-Bayland	43	\$5,849	\$2,578	\$3,271
Harris County Juvenile Detention Center	195	\$6,469	\$2,578	\$3,891
Harris County Youth Village	112	\$9,782	\$2,578	\$7,204

Source: Disciplinary Action Reports-1994-95, PEIMS and Summary of Finances, Texas Education Agency, 1994-95.

Note: (1) Based on expenditures for 1994-95 school year and average daily attendance for Cluster D programs. (2) Adjudicated means persons who have been convicted of a crime through the legal process.

HISD management sent a letter to the County Judge on April 10, 1996, requesting that the County seek funds from other districts for out-of-district students at the County Facility. HISD had not received a response at the time of this report.

COMMENDATION

HISD has initiated steps to share the financial burden of educating juveniles in the County Detention Facilities.

FINDING

HISD has a districtwide policy of zero tolerance for violence. In addition to districtwide safety and security initiatives, some principals are using site based decision making strategies to develop and implement stricter campus-based programs for discipline management and crime prevention. For example, Deady Middle School has established a school dress code, requires identification badges for students and staff, set up closed-circuit television monitors, and provides a second set of books for homework so that all lockers could be removed. As required in S.B. 1, Deady, like other schools, is referring greater numbers of students with discipline problems to Alternative District program. Referrals to Terrell Alternative Middle School averaged 12 students in 1992-93 and 1993-95, but increased to 25 in 1995-96.

At Ryan Middle School, teachers volunteer to spend part of each day at hall monitor stations spaced along the main halls. During a review team visit, students moved quickly between classes and the halls were calm and quiet while students attended class. Before this program began, students had wandered the halls and engaged in disruptive behavior such as fighting. Administrators credited the hall monitor stations, in tandem with police assistance and various video cameras, with eliminating violent acts at the school in 1995-96.

COMMENDATION

Some principals and teachers have developed and implemented innovative discipline management and crime-prevention programs that could be replicated at other schools.

FINDING

The policies and procedures detailed in HISD's Student Code of Conduct, Administrative Procedures, and Emergency Preparedness Plan are applied inconsistently, and in some cases, do not comply with prescribed rules and regulations.

There are several inconsistencies among these different documents. For instance, the HISD Administrative Procedures Manual states the following:

The principal is responsible for campus security and discipline. When appropriate, the principal may request the assistance of the HISD Police Department with respect to general campus security. In line with HISD Administrative Procedures 570.400, under unusual circumstances, the principal/work location supervisor may request assistance from the HISD Police Department regarding investigations regarding allegations of employee assaults on employees, students, or other individuals.

At the time of this report, the HISD Code of Student Conduct (dated 1995-96), similar to the Administrative Procedures Manual, only requires the notification of the HISD Police Department for serious criminal violations, but not for lesser criminal offenses. The *Code of Student Conduct: Your Rights and Responsibilities* sets forth detailed policies and guidelines for promoting appropriate student behavior. This code provides a districtwide management plan, specifies the behaviors that are expected of all students, describes the broad range of student misconduct and appropriate consequences and outlines students' rights relating to school. **Exhibit 12-14** identifies and describes the five categories of offense in the Student Code of Conduct and the required actions if they occur.

Exhibit 12-14
Categories of Offenses
Student Code of Conduct
1995-96

Level of Offense	Description (examples)	Required Actions
I	Violation of classroom rules Cheating Refusal to participate Unexcused tardiness General misbehavior	Teacher Directed Actions (verbal corrections, conferences, parent contact, detention)
II	Repeated	Administrator Intervention (parental contact,

	<p>occurrence of Level 1 behavior</p> <p>Truancy</p> <p>Verbal Abuse</p> <p>Participation in gangs</p>	<p>detention, behavior contracts, referral to alternative education program)</p>
III	<p>Fighting</p> <p>Gambling</p> <p>Misdemeanor theft</p> <p>Possession of knife</p> <p>Continuous disruptive behavior</p> <p>Acts of intimidation</p> <p>Misdemeanor criminal mischief</p> <p>Misdemeanor extortion</p> <p>Hazing</p>	<p>Suspension or referral to Alternative Education Program (required conference, suspension for up to three days per occurrence, referral, exclusion from extracurricular activities)</p>
IV	<p>Felony</p> <p>Assault</p> <p>Terrorist threat</p> <p>Drug possession</p> <p>Felony theft, burglary</p>	<p>Required Removal to Alternative Education Program (written report, conference, referral to alternative education program)</p>
V	<p>Aggravated assault</p> <p>Sexual assault</p>	<p>Expulsion (contact police, referral to juvenile board, suspension, referral to alternative education program, expulsion)</p>

	Arson	
	Murder	
	Kidnapping	

Source: 1995-96 HISD Student Code of Conduct

If a student commits a level IV offense, such as an assault, felony theft, burglary, or drug possession, school administrators are not required by the Student Code of Conduct to notify the HISD Police Department.

The 1995 Emergency Preparedness Manual also prescribes actions for a wide range of emergencies, including fires, theft, campus intruders, violent weather, and other emergencies. This manual requires HISD police involvement in many emergencies, but not in others. For example, if a violent action occurs on a campus, the Emergency Preparedness Manual states that HISD police should be contacted if students refuse to cooperate.

State law requires principals to contact the police department for specific crimes, and police officers are required to respond to these incidents. The Texas Education Code in Article 37.015 states:

The principal of a public or private primary or secondary school ... shall notify any school district police department ... if the principal has reasonable grounds to believe that any of the following activities occur in school, on school property, or at a school-sponsored or school-related activity on or off school property ...

(1) conduct that may constitute an offense listed under Section 8(c), Article 42.18, Code of Criminal Procedure [murder, capital murder, aggravated kidnapping, sexual assault, aggravated assault, arson, ...]

(2) deadly conduct

(3) a terrorist threat

(4) the use, sale, or possession of a controlled substance, drug paraphernalia, or marijuana

(5) the possession of . . . weapons

(6) conduct that may constitute a criminal offense under Section 71.02, Penal Code

The Texas Education Code is clear that it is not an option of principals to decide whether the school district police department should be contacted if an offense occurs. It is a requirement. Providing additional flexibility to principals significantly impairs the ability of the school district administration to ensure safe and secure campuses and guarantee equitable treatment of students or employees for safety violations.

The Student Code of Conduct was in process of being revised at the time of this report, but a draft was not made available to the review team.

Recommendation 226:

HISD should revise its Administrative Procedures Manual, Student Code of Conduct, and Emergency Preparedness Manual to ensure consistent and equitable application across the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------|
| 1. The superintendent for Schools should appoint a task force to revise the district's Administrative Procedures Manual, Student Code of Conduct, and Emergency Preparedness Manual so that they are consistent and in compliance with state law. | January
1997 |
| 2. The task force should complete its revisions. | May 1997 |
| 3. A districtwide training program should be designed to ensure understanding of the new policies and procedures among students and staff. | June 1997 |
| 4. Training of students and staff should begin on the new policies and procedures. | September
1997 |

FISCAL IMPACT

Revising the Administrative Procedures Manual, Student Code of Conduct, and the Emergency Preparedness Manual should be accomplished with existing resources. The one-time cost for the district-wide training program will be approximately \$100,000. Additional training should also be incorporated into new employee orientation programs and teacher in-service and should be accomplished with existing resources.

Recommendation	1996-97	1997-98	1998-99	1999-00	2000-01
Contracted training on responses to	(\$100,000)				

incidents.					
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FINDING

Limited information exists to evaluate the ongoing effectiveness of alternative District programs, especially those operated by Community Based Organizations (CBO). Although the HISD Research and Evaluation Department conducts periodic evaluations of Alternative District programs, data is not included to assess the impact of these programs on safety and security.

With the rapid growth of Alternative District programs, an assessment strategy should provide a basis to evaluate the return-on-investment. Since HISD is, in effect, contracting with outside organizations for CBO-operated programs, special attention should be devoted to tracking and monitoring the performance of these organizations. CBOs should alleviate the need for referring students to adjudicated youth programs.

Recommendation 227:

HISD should develop a methodology to assess the performance of its alternative education programs and monitor their performance regularly.

The Alternative District should establish performance standards for all alternative education programs and should monitor their performance regularly using a management information system. A management information system should be developed that tracks, at a minimum: the average length of stay in Alternative District programs; the percentage of students that enter intervention programs more than once; and the percentage of students in CBO-operated programs that move on to more intensive intervention programs.

IMPLEMENTATION STRATEGIES AND TIMELINE

- 1. The directors of Alternative Schools and Alternative Programs should develop a way to assess the performance of its schools and programs. February 1997

- 2. The administrative software staff should develop and train Alternative District personnel to maintain an information system that provides the necessary information for the performance assessment. May 1997

3. The assistant superintendent of Alternative District should regularly assess the performance of all its Alternative programs and schools. Ongoing

FISCAL IMPACT

This recommendation can be accomplished within existing resources.

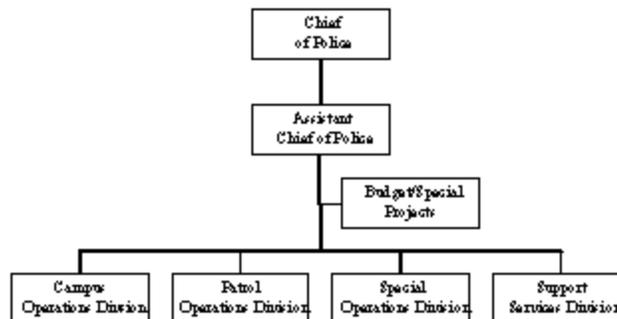
Chapter 12:

C. POLICE DEPARTMENT

CURRENT SITUATION

The HISD Police Department has expanded over the last two and a half years from a security operation to a municipal style police department. The mission of the HISD Police Department is "to protect the District's students, personnel, and property from crime, violence, and disruptions." The operation budget of the department has increased from \$2.1 million in 1992-93 to \$4 million in 1995-96. The Police Department is organized into four divisions, including campus operations, patrol operations, special operations, and support services. The current organization chart is shown as **Exhibit 12-15**.

Exhibit 12-15
HISD Police Department Organization Chart



The Police Department has 180 officers and security personnel, including one assistant chief of police, four captains, four lieutenants, 11 sergeants, 21 patrol officers, 119 campus and other officers, and 19 security guards. Police officers are assigned to all middle and high schools (except Kay On-Going School for Pregnant Teens) and selected elementary schools.

The Police Department responds to a variety of incidents occurring on campuses in the district. These incidents, as shown in **Exhibit 12-16**, include simple assaults, vandalism, and drug abuse violations, among others.

Exhibit 12-16
HISD Campus-Based Police Related Incidents

Police Related Incidents	1993-94	1994-95	1995-96 as of 3/31/96
Other (Simple) Assaults	1,256	1,175	1,005
Vandalism	173	338	303
Drug Abuse Violations	243	318	293
Weapons, Carrying, etc.	223	146	98
Disorderly Conduct	241	252	365
Larceny Theft	196	281	221
Burglary	220	313	177
Other	719	631	715
Total	3,271	3,454	3,177

Source: Campus-Based Related Incidents Summary Reports, HISD

(Note: While not identical, there is a close relationship between the number of police-related incidents and students involved in these incidents.)

Although common among municipal police departments, some of the practices that have been implemented at school district police departments around the country include issuing "citations" to students for criminal violations, monitoring fire and burglar alarm systems for the district, investigating accidents involving district vehicles and criminal activities, and transporting suspects after arrest.

The HISD Police Department has adopted or is in the process of adopting many of these practices. Most of the school district police departments do not manage crossing guards.

FINDING

Although survey results indicate the general public in Houston (consisting mostly of nonparents or parents whose children are not enrolled in HISD) does not believe schools in HISD are safe and secure, 87 percent of students at HISD feel safe at school. Comments made in focus groups also reveal that the HISD Police Department is improving. These comments include the following:

- * HISD police force has improved safety and security at the district.
- * HISD has a good relationship with HPD.

- * Police department has increased visibility of safety and security to public.
- * Police officers can ticket students now (e.g. trespassers).
- * Safety has improved in HISD.
- * Security has improved in HISD.
- * Security is now part of the team to educate children.
- * Students feel safe attending school.

Input from HPD officials also indicates that police force in the district has improved.

COMMENDATION

Since 1994, HISD has developed a municipal style police department which has transformed the operation from a security guard approach to a respected licensed officer approach.

The HPD now has a high confidence level in the abilities of the HISD Police Department to handle crime effectively on the campuses. This is a much improved perception from three years ago.

FINDING

Gangs and gang activity are prevalent throughout the City of Houston and are concentrated in the southeastern and southwestern parts of the City. **Exhibit 12-17** lists some of the identified gangs by the high school serving as the center of their activity.

**Exhibit 12-17
Identified Gang Organizations in Houston**

High School	Gangs	
Jones	52 Hoova	S.A. Fools
	Corl Street	S.E. Coalition
	Herschelwood	S.E.M.M.

	IGC Jutland Street Long Drive Hustlers	South Bank SPC Wesley Square
Madison	187 SWC 707 Atzlan National Brown LRZ Hiram Clarke Family	R-60s Royal Latin Crips Southside Crips Southside Syndicate Southwest Cholos
Robert E. Lee	Black Disciples Bloods La Primera Latin Disciples	Lords of Alief LRZ SWC LTC Naughty Dawgs
Ross Sterling	52 Hoova Asian Boy Crips Kingsgate Posse Posse (VA)	S.A. Fools S.E. Coalition Villa America
Sharpstown	Black and Brown Crips (1) La Primera 90st La Tecera Crips Lil Gangsters	Lil L.P. (2) LRZ-13 Southwest Cholos
Westbury	Airport Crips Black Disciples La Primera Lil L.P. Lil South Main (3)	LRZ-13 N. Belfort Bad Boys South Main Posse SWC

Worthing	Botany Big Shots	Jutland Street
	Herschelwood	S.A. Fools
Yates	2nd Ward	Lucky 7
	3rd Ward	PNG
	Backstreet Posse	Southlawn Posse
	Lil PNG (4)	Yellowstone

Source: HISD Police Department

As indicated, some of these gangs, including the Black and Brown Crips, Lil L.P., Lil South Main, and Lil PNG, also have centers of activity on middle school campuses. These campuses include Fondren, Sharpstown, Welch and Cullen Middle Schools.

HISD is confronting gang activity and the resulting drug traffic, violence, and criminal activity through prevention and intervention programs.

The district's primary tools of gang prevention are two programs: Sooper Puppy and Peer Gang Prevention Presentations. Sooper Puppy is an elementary guidance program designed to teach students about the dangers of alcohol and drugs through stories, films, and a costumed group facilitator. Peer Gang Prevention is a guidance program for elementary, middle and high school students and teaches students how to avoid gangs through personal stories, speeches and counseling of former gang members. Both of these programs are federally funded through the Drug-Free Schools and Communities Program.

The HISD Police Department's Gang Intervention Unit established the Gang Education, Awareness and Resistance (G.E.A.R.) program as a means of identifying and assisting students with anti-social behavioral patterns associated with gangs. G.E.A.R. provides special training to school administrators, teachers and parents in identifying students with these behavioral patterns. Once students have been identified with this behavior, counseling is provided to the student and his or her parents to assist the student in modifying his or her behavior. In March 1995, G.E.A.R. was broadened to a communitywide effort involving representatives from the City of Houston Mayor's Anti-Gang Office, HPD, and HISD.

Even with these programs, the gang problem is still perceived to be significant by the Houston community, based on results of the Comptroller

survey. Many believe that the HISD administration is ignoring the problem or should be doing more. Regardless of HISD's effort, the gang problem will most likely continue.

COMMENDATION

HISD Police Department is commended for developing and implementing city-wide its Gang Education, Awareness and Resistance program.

FINDING

The HISD Police Department does not apply coverage ratios to determine the number of police officers needed and determines staffing needs based on desires of school principals. Comparing assigned police officers to indicators of demand, such as calls for service and discipline actions by campus, is not a systematic approach of allocating resources by the police department (**Exhibit 12-18**).

**Exhibit 12-18
Distribution of Officers by Campus**

Campus	Assigned Officers as of May 1996	Calls for Service in September 1995	1994-95 Enrollment	Students in Discipline Actions
Williams Middle School	2	3	975	177
Henry Middle School	2	16	1,388	583
Holland Middle School	1	15	1,099	408
Jones High School	3	9	1,713	262
Austin High School	2	18	3,413	410
Sterling High School	2	14	1,667	377

Source: HISD Police Department and Disciplinary Action Reports 1994-95

Each school district police department operates under different conditions relative to factors, such as the roles of surrounding municipal, county and other police enforcement authorities. Given this understanding, **Exhibit 12-19** compares the HISD Police Department with other school district police departments around the country.

Exhibit 12-19
Comparison of Selected School District Police Departments

	Houston	Philadelphia	Austin	Los Angeles	San Diego	Average
Students per Police Personnel	982	422	1,415	2,284	2,892	1,519
Monthly Calls for Service	7.2	1.6	22.6	16.0	8.7	13.8
Square Mileage of District Area per Police Personnel	2.7	0.7	4.9	2.5	4.7	3.4

Source: Various School District Police Departments

The HISD Police Department has fewer students per police personnel than the police departments of comparison school districts, with the exception of the Philadelphia School District's department. It also has fewer students per police personnel (982) than the average for these selected police departments (1,519). Monthly calls for service and district area per police personnel are also below average.

Recommendation 228:

The HISD Police Department, in conjunction with the Department of Research and Evaluation, should develop a systematic methodology to assess the safety and security threats on district campuses and allocate resources of the Police Department.

The HISD Police Department should identify statistics that could provide a relative measure of the safety and security threats on each district campus, such as number of calls for service or discipline actions per campus. The Police Department should apply a systematic methodology for allocating its resources to the individual campuses. The Police Department should also gather information about other school districts in the United States, such as number of students per police personnel, calls

for service, and square mileage of district or city area per police personnel, and compare its own performance with those of the other school districts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. In conjunction with the Department of Research and Evaluation, the officer in charge of budget and special projects should complete a statistical report analyzing the safety and security threats on each district campus and present it to the Chief of Police. March
1997
2. The officer in charge of budget and special projects should develop a methodology for assessing the safety and security threats on district campuses. The Chief of Police should approve this methodology. May
1997
3. The Chief of Police should assign officers to campuses based on this methodology. August
1997

FISCAL IMPACT

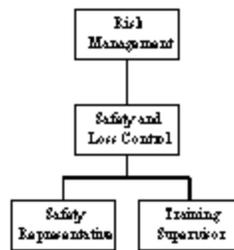
This recommendation can be accomplished within existing resources.

D. SAFETY AND LOSS CONTROL

CURRENT SITUATION

The primary responsibilities of Safety and Loss Control are accident and incident reports, procedural inspections and safety training. The department receives accident and incident reports from the Transportation Department, Workers' Compensation, and individual school campuses. Police offense reports are not submitted to Safety and Loss Control. Safety and Loss Control has developed two new safety programs: one for fire safety and the second for bus drivers. Safety and Loss Control is not responsible for emergency preparedness training. The responsibilities of Safety and Loss Control are divided among a manager, safety representative, and training supervisor (**Exhibit 12-20**).

Exhibit 12-20
Safety and Loss Control Organization Chart



FINDING

The Risk Management Department produces volumes of written materials for inservice training programs and as general information fliers for employees. The inservice training topics for spring 1996 include fire safety, student aggression, stress and safety/ergonomics, preventing slips, trips, and falls/ladder safety, personal protective equipment, back safety, cuts and burns, and general safety/hazardous communication. The general information fliers reinforce and supplement the topics discussed in inservice training. The Department also has more than 180 training videos in its Safety Video Library on subjects, such as Asbestos/Air Safety, Back and Lifting Safety, Fire and Electrical Safety, Stress, and Playground/Bike/Sports Safety. The Risk Management Department also tracks the number and types of employee accidents, safety inspections, and investigations, at district campuses.

COMMENDATION

The Risk Management Department recently implemented a report to track employee accidents and safety incidents by campus.

The report outlines the number and cost of accidents on each campus in the district, the primary cause of the accidents, the number of inspections and investigations during the last several years, and any safety training that has been conducted on that particular campus. Risk Management also provides recommendations for improving safety, which will help isolate safety risks and prompt corrective action.

Exhibit A:

Summary of Potential Savings and Costs in Houston ISD

Chapter 1 - DISTRICT ORGANIZATION AND MANAGEMENT

Recommendation 1

Modify the nine-member Houston Board of Education by adding a president and vice president position to be elected districtwide.

Recommendation 2

The board should identify and modify its policies and practices to avoid micro-management.

Recommendation 3

Amend board policy to create at least four standing committees of the board, addressing the major functions required to manage the district effectively.

Recommendation 4

Improve the board reports' quality by adding cost implications, funding source, staffing implications, and organizational impact to the report contents.

Recommendation 5

Prepare minutes in executive summary format and retain the audio tapes of the open or public portion of the board meetings for reference.

Recommendation 6

Reduce the levels of administration between line staff and the superintendent.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$636,660	\$1,273,320	\$1,273,320	\$1,273,320	\$1,273,320	\$5,729,940	

Recommendation 7

Change the reporting relationship of the Internal Audit Department from the deputy superintendent of Finance and Business Administration to the superintendent.

Recommendation 8

Analyze disparities in dollar resources and staffing of area district administrative offices.

Recommendation 9

Provide consistent and accurate information to all stakeholders broken out by programs, functions and where services are delivered.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$4,000)	(\$3,000)

Recommendation 10

Relocate the 12 budget analysts to each of the 12 area district offices and modify their responsibilities.

Recommendation 11

Relocate the 12 central office employees providing recruitment services to each of the 12 area district offices.

Recommendation 12

Ensure a proportional representation of all SDMC members in the next evaluation of campus-level decision-making committees.

Recommendation 13

Increase the SDMC's role and responsibility for site-based budgeting to include all fund expenditures that occur at a school site.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$1,500)	(\$1,500)	(\$1,500)	(\$1,500)	(\$6,000)	(\$9,000)

Recommendation 14

Update HISD's policy manual and incorporate Senate Bill 1 changes.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$4,000)	(\$25,000)

Recommendation 15

Systematically revise all administrative procedures pursuant to Senate Bill 1.

Recommendation 16

Link the strategic planning process to budget development.

Recommendation 17

Implement a strategic planning process that requires the central office and area districts to develop long-range strategic plans and short-term management plans.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	(\$10,000)

Recommendation 18

Hire in-house counsel to handle routine legal issues and develop bid specifications to seek outside counsel for other legal responsibilities.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$276,109	\$276,109	\$276,109	\$276,109	\$276,109	\$1,380,545	

Recommendation 19

The superintendent should direct the Information Services Department to design an information tracking system that will enable the general counsel to monitor requests for legal information and HISD litigation.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	(\$20,000)

Total - Chapter 1

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$912,769	\$1,545,929	\$1,545,929	\$1,545,929	\$1,545,929	\$7,096,485	(\$67,000)

Chapter 2 - EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

Recommendation 20

Design and implement a curriculum policy that includes a statement of philosophy, a curriculum development plan, curriculum monitoring requirements, guidelines for teacher training, a curriculum review cycle and the use of test data to improve instruction

Recommendation 21

Develop and maintain a complete HISD curriculum scope and sequence chart supported by written curriculum guides for at least 70 percent of all courses offered in elementary, middle and high schools.

Recommendation 22

Develop quality curriculum guides and sustain quality through an effective curriculum management system.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$460,000)	(\$460,000)	(\$460,000)	(\$460,000)	(\$460,000)	(\$2,300,000)	

Recommendation 23

Add two or more days of training for HISD teachers, administrators and support staff to build teamwork, improve classroom teaching and ultimately help students reach their full potential.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$4,040,220)	(\$4,040,220)	(\$4,040,220)	(\$4,040,220)	(\$16,160,880)	

Recommendation 24

Principals should spend at least 40 percent of the school day in classrooms observing instruction or working with teachers to improve curriculum and instruction.

Recommendation 25

Provide training to principals and assistant principals on analyzing instruction and conducting demonstration lessons in classrooms.

Recommendation 26

Adopt a policy defining the scope of testing required in HISD; the policy should specify courses and grades when formal testing is required.

Recommendation 27

Develop a comprehensive plan to match student needs in the area of technology with available resources.

Recommendation 28

Downsize the Research and Evaluation Department with the implementation of new technology in the district.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$252,623	\$252,623	\$752,269	\$752,269	\$2,009,784	

Recommendation 29

Implement the Performance Management System districtwide to drive effective strategies in such areas as staff development, instruction, curriculum, assessment, student schedules, and/or the amount of time devoted to class tasks.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$120,000)	(\$120,000)	(\$120,000)	(\$120,000)	(\$480,000)	

Recommendation 30

HISD should develop and set a formal goal and strategy for moving students enrolled in bilingual/ESL programs from literacy in their home language to reading and writing at grade level in English.

Recommendation 31

The Multilingual Programs Department area superintendents, principals and teachers should instill innovative teaching strategies in the later elementary grades to ensure bilingual students are academically for English-based instruction.

Recommendation 32

Each area district should identify dual language or other bilingual education opportunities that would qualify for federal or other grant support and seek the appropriate aid.

Recommendation 33

Each area district should identify any concentrations of students whose primary language is not English or Spanish and step up efforts to recruit teachers who speak the appropriate languages.

Recommendation 34

All student data for Special Education should be consistently reported, and computer reports should identify all referrals, assessments, and activities as required by state law.

Recommendation 35

The referral and assessment system for Special Education should be re-evaluated to determine the cause for service deficiencies and missed deadlines.

Recommendation 36

Technical support should be provided to Special Education teachers to ensure that classroom activities meet IEP objectives; technical support should be provided to principals and assistant principals evaluate and monitor the quality of Special Education c

Recommendation 37

Enforce board policy requiring Medicaid claims submissions by all employees providing Medicaid-eligible services.

Recommendation 38

The Medicaid Finance Department should increase Medicaid reimbursement revenues by aggressively following up on all medical activity reports and preparing billing information within one month of receipt.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$976,522	\$1,953,044	\$1,953,044	\$1,953,044	\$1,953,044	\$8,788,698	

Recommendation 39

Establish a timeline for regular evaluation of the gifted and talented programs.

Recommendation 40

Annually evaluate and report the effectiveness of dropout programs.

Recommendation 41

Reduce the dropout rate among Hispanic and African American students by developing dropout intervention, prevention, and recovery programs with the help of the community, business, higher education, and religious organizations.

Recommendation 42

The Career and Technology Education Department should assess its current and future computer, facility, and equipment needs in all career path areas.

Recommendation 43

Develop a joint plan for establishing additional business partnerships leading to upgrades in equipment and new work-based learning sites for career and technology students.

Recommendation 44

Adopt distance learning technology to ensure student access to courses that cannot be staffed at each school.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		

\$0	(\$5,410)	(\$16,640)	(\$28,200)	(\$56,400)	(\$106,650)
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Recommendation 45

Convene a broad-based committee of community representatives to study magnet programs in other large school districts, and develop a recommendations to improve access.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	(\$20,000)	

Recommendation 46

Revise HISD's school allocation formulas to adjust for at-risk and economically disadvantaged student populations and establish guidelines that will give schools choice, within reason, while ensuring educational opportunities for all children.

Total - Chapter 2

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$516,522	(\$2,419,963)	(\$2,431,193)	(\$1,943,107)	(\$1,971,307)	(\$8,249,048)	(\$20,000)

Chapter 3 - COMMUNITY INVOLVEMENT

Recommendation 47

Modify the Communications and Public Relations Department's mission to encourage two-way communication to build trust within the community. Reorganize the department to reflect the modified mission.

Recommendation 48

Transfer the responsibilities of the assistant superintendent of Media Relations to the Media Relations Director.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$77,075	\$77,075	\$77,075	\$77,075	\$77,075	\$385,375	

Recommendation 49

Eliminate two Media Relations Coordinator positions.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$78,246	\$78,246	\$78,246	\$78,246	\$78,246	\$391,230	

Recommendation 50

Centralize the community relations and information services functions.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$70,075	\$70,075	\$70,075	\$70,075	\$70,075	\$350,375	

Recommendation 51

Transfer the Field Coordinator for Business and School Partnerships responsibilities to the VIPS Specialist.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$30,036	\$30,036	\$30,036	\$30,036	\$30,036	\$150,180	

Recommendation 52

Eliminate two secretaries in the Community Development Initiatives unit.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or	One-Time (Costs) or
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1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$60,072	\$60,072	\$60,072	\$60,072	\$60,072	\$300,360	

Recommendation 53

Merge the Media Production and Instructional Media Services units.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$31,234	\$31,234	\$31,234	\$31,234	\$31,234	\$156,170	

Recommendation 54

Merge the Administrative Services and Graphics and Publication units. Designate the Administrative Services Manager as the proposed Communications Support Services Director.

Recommendation 55

Eliminate the vacant graphics artist position within the Graphics and Publications unit.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$36,488	\$36,488	\$36,488	\$36,488	\$36,488	\$182,440	

Recommendation 56

Transfer the responsibilities of the Records Analyst to the Records Management supervisor and eliminate the Records Analyst position.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$35,770	\$35,770	\$35,770	\$35,770	\$35,770	\$178,850	

Recommendation 57

Develop a strategic management plan to address the department's modified mission.

Recommendation 58

Develop and implement evaluation criteria for programs within each of the organizational units to determine program effectiveness.

Recommendation 59

Respond to the press within two hours of a request, and train Media Relations staff to handle media issues.

Recommendation 60

The Community Development Initiatives Unit should develop an internal benchmarking system that monitors volunteer hours and donor participation by source from one year to the next and establish goals to increase participation levels.

Recommendation 61

Pilot parental involvement agreements at schools where parental involvement has been lagging, particularly at middle and high schools.

Recommendation 62

Assign the VIPS Specialist the responsibility for coordinating all parental-involvement activities within the district.

Recommendation 63

Plan and identify strategies and methods to recruit businesses to those schools with a low number of partnerships.

Recommendation 64

Identify and establish cost-effective, community-based partnership agreements with state and local governments such as joint facility use for after-school programs, playgrounds, and libraries.

Recommendation 65

Reassign functions performed by the Policy Analysis and Development unit to the superintendent's executive administration staff.

Recommendation 66

Promote Media Production services vigorously.

Recommendation 67

Actively seek to maximize public service announcements (PSAs) on network and regular access television channels.

Recommendation 68

Identify volunteers who can assume some of the translation workload, including volunteers who are fluent in various Asian dialects.

Recommendation 69

Established an internal service fund in the Administrative Services unit to recover the full cost of providing printing and copying services to district schools and administrative departments.

Recommendation 70

Centralize the open records requests process.

Recommendation 71

Establish an internal service fund in the Graphics and Publications unit to recover the full cost of providing graphics design and support services to schools and administrative departments within the district.

Total - Chapter 3

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$418,996	\$418,996	\$418,996	\$418,996	\$418,996	\$2,094,980	\$0

Chapter 4 - PERSONNEL MANAGEMENT

Recommendation 72

Implement strict policies for using codes 089, 398, 399 and any other miscellaneous codes when employees remain on the payroll in unfunded or unproductive positions.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$622,000	\$1,244,000	\$1,244,000	\$1,244,000	\$1,244,000	\$5,598,000	

Recommendation 73

Strengthen performance contracting by consistently demoting or terminating poor performers.

Recommendation 74

Reorganize HR around five central processes recommended by the Arthur Andersen study.

Recommendation 75

Reorganize the EEO office staff, rewrite EEO procedures and provide additional EEO training to administrators and staff.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$35,000)	(\$35,000)	(\$35,000)	(\$35,000)	(\$35,000)	(\$175,000)	(\$75,000)

Recommendation 76

Establish a uniform grievance review procedure that consists of three basic steps and includes providing non-binding arbitration.

Recommendation 77

Increase the number of recruitment sites to increase the quality of candidates by enlisting the assistance of administrators when they travel out of state.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$10,000)	

Recommendation 78

Establish an employee relations committee within the HR office to help supervisors and employees deal effectively with potentially contentious personnel actions and develop a comprehensive policy and procedure manual.

Recommendation 79

Identify reasons for high absence rate among teachers and develop incentives to improve attendance.

Recommendation 80

Expand the substitute teacher pool and improve the quality of substitutes.

Recommendation 81

Update all job descriptions to fit current job requirements and standardize the format.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	(\$20,000)

Recommendation 82

Develop specifications for personnel data needs and outsource employee record keeping.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$60,000)	(\$60,000)	(\$60,000)	(\$60,000)	(\$60,000)	(\$300,000)	

Recommendation 83

The teacher evaluation process should be modified and principals should be required to prepare an improvement plan for all teachers.

Recommendation 84

Develop a plan with input from representatives of all HISD employee groups that will allow dismissal of employees not meeting performance standards.

Recommendation 85

Adopt an administrative evaluation system that focuses on facilitating the educational process and establish a tracking system to monitor the evaluations to ensure compliance with S.B. 1.

Recommendation 86

Develop board policy and administrative procedures that clearly state HISD's belief that all employees are due high quality staff development training opportunities.

Recommendation 87

Evaluate all staff development programs for knowledge gained, impact on job performance of trainees and the trainer's professionalism and preparedness.

Recommendation 88

Create a training tracking system that can be accessed districtwide, and record all training activity by each employee.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	(\$25,000)

Total - Chapter 4

Total 5-year One-Time

Annual Costs or Savings/Revenue					(Costs) or Savings	(Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$525,000	\$1,147,000	\$1,147,000	\$1,147,000	\$1,147,000	\$5,113,000	(\$120,000)

Chapter 5 - FACILITIES AND ENERGY MANAGEMENT

Recommendation 89

Complete the consolidation of the Facility Management and Operations and the Construction Management Departments.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$231,000	\$231,000	\$231,000	\$231,000	\$924,000	(\$100,000)

Recommendation 90

Include the community in the facility planning process.

Recommendation 91

Develop a districtwide process to determine needs based on identified district standards that take into account current use as well as the current condition of each facility.

Recommendation 92

Adopt an expanded cohort survival method that takes local demographic changes into account for projecting enrollments at the area district and grade level.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$15,700)	(\$15,700)	(\$15,700)	(\$15,700)	(\$15,700)	(\$78,500)	

Recommendation 93

Using a standardized process, compile and maintain an accurate space inventory for each school.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	(\$350,000)

Recommendation 94

Adopt a set of facility-use standards and annually use the standards to assess the efficiency with which school facilities are used and to plan new schools.

Recommendation 95

Establish a policy on the use of temporary facilities that recognizes the negative effects on the educational program from overuse of common school facilities and resources.

Recommendation 96

Implement a multi-track, year-round calendar at 10 percent of the elementary schools in HISD.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	\$14,437,360

Recommendation 97

Coordinate the efforts of the Bureau of Construction Management and Facilities Maintenance and Operations by redefining roles and responsibility.

Recommendation 98

HISD should conduct a complete evaluation of facilities using a comprehensive evaluation format.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
---------------------------------	--	--	--	--	------------------------------------	--------------------------------

1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$0	\$0	\$0	\$0	\$0	\$0	(\$200,000)

Recommendation 99

Completely upgrade highest need facilities on a planned schedule.

Recommendation 100

HISD should define standards for professional consultants to use when designing and building schools.

Recommendation 101

HISD should streamline the design manual and emphasize consistency or standardization.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
\$0	\$75,000	\$75,000	\$75,000	\$75,000	Savings	Savings
					\$300,000	

Recommendation 102

HISD should develop a value engineering process.

Recommendation 103

HISD's policy for the distribution of discretionary funds in any future bond proposals should be clarified to avoid waste and guide the appropriate use of this money.

Recommendation 104

When constructing or renovating facilities, HISD should use materials that increase the useful life of facilities, are aesthetically appealing and instructionally stimulating.

Recommendation 105

The district should develop guidelines for preparing educational specifications for each new school and/or modernization.

Recommendation 106

The district should conduct a suitability study of all existing facilities and develop a plan to upgrade all schools to a suitability level that enhances the educational program.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
\$0	\$0	\$0	\$0	\$0	Savings	Savings
					\$0	(\$72,500)

Recommendation 107

Central Services and Electrical personnel performing school/facility maintenance should be reassigned to Maintenance Services.

Recommendation 108

Eliminate the in-house repair of audio-visual equipment.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
\$96,000	\$96,000	\$96,000	\$96,000	\$96,000	Savings	Savings
					\$480,000	

Recommendation 109

HISD should implement a preventive maintenance program that provides regularly scheduled reviews and repairs for all areas of facility maintenance.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
(\$200,000)	(\$100,000)	\$0	\$100,000	\$200,000	Savings	Savings
					\$0	

Recommendation 110

Demolish the Furniture Services building and relocate the function to another facility.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or

1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$0	\$0	\$0	\$0	\$0	\$0	(\$75,000)

Recommendation 111

Evaluate the building condition of all district maintenance facilities to establish priorities for repairs and renovations.

Recommendation 112

The district should use the MPAC system in the manner it was designed and incorporate all of its capabilities into the department's standard operations procedures.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
					Savings	Savings
\$0	\$200,000	\$400,000	\$609,000	\$609,000	\$1,818,000	

Recommendation 113

Establish a more accurate, fully loaded, cost per hour of labor, and use this information to compare in house costs to the cost of outside contractors.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
					Savings	Savings
\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)

Recommendation 114

The HISD Facilities Maintenance and Operations should transfer responsibility for the Data Support Center Telecommunications Area and Help Desk Section to the respective maintenance facilities.

Recommendation 115

Decisions regarding the outsourcing of maintenance services and repairs should be based on a cost savings analysis.

Recommendation 116

Adjust the current formula for determining the number of custodians needed at each school so the overall district average is one custodian per about 17,500 gross square feet of space.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
					Savings	Savings
\$0	\$725,800	\$725,000	\$725,000	\$725,000	\$2,900,800	

Recommendation 117

The district should implement a custodial program that would provide skeletal crews during normal operation hours and larger floating crews after hours.

Recommendation 118

The Department of Energy, Utilities and Communications should be placed under the assistant superintendent of Maintenance Services.

Recommendation 119

The Department of Energy, Utilities and Communications should be placed under the assistant superintendent of Maintenance Services.

Recommendation 120

Adopt a land acquisition process that specifically delineates increased opportunity for public input.

Recommendation

Total - Chapter 5

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
					Savings	Savings
(\$119,700)	\$1,212,100	\$1,511,300	\$1,820,300	\$1,920,300	\$6,344,300	\$13,634,860

Recommendation Chapter 6 - ASSET AND RISK MANAGEMENT

Recommendation 121

Consolidate the district's operating accounts.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$9,760	\$14,640	\$14,640	\$14,640	\$53,680	

Recommendation 122

Implement a controlled disbursement account for all non-payroll accounts.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$135,221	\$135,221	\$135,221	\$135,221	\$135,221	\$676,105	

Recommendation 123

The Benefit Committee in cooperation with the district should set standards for health insurance and the district should competitively bid the coverage based on those standards.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$8,000,000	

Recommendation 124

The district should establish a workers' compensation planning committee to study alternative approaches to manage its long-term workers' compensation program cost-effectively.

Recommendation 125

The district should eliminate unnecessary positions due to outsourcing workers' compensation claims administration.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$91,404	\$91,404	\$91,404	\$91,404	\$91,404	\$457,020	

Recommendation 126

Injury reports should be E-Mailed or sent on-line to Safety and Loss Control for immediate investigation.

Recommendation 127

The district should develop a written debt issuance procedures manual to be distributed to the administration and board members.

Recommendation 128

The district should establish clear guidelines that maximize the timely and efficient collection of delinquent taxes within the guidelines of state laws.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$2,400,000	\$12,000,000	

Recommendation 129

The district's policy for recording general fixed assets should be changed to coincide with the requirements outlined in Texas Education Agency Bulletin 679.

Recommendation 130

The general ledger should be adjusted quarterly to the supporting fixed asset records maintained by Property Management.

Recommendation 131

Property Management should send the property tags and the supporting Property Tag Assignment Form to campuses or departments as soon as Property Management has verified that a capital outlay occurred.

Recommendation 132

The district's policy for verification of the fixed assets inventory should be changed to May 31.

Recommendation 133

Fair market values should be obtained for each piece of donated computer equipment and recorded by Property Management in the fixed assets accounting system.

Recommendation 134

Integrate a new fixed assets system with the general ledger. This integration should be required instead of an optional function in the new financial accounting system, proposed by the district.

Total - Chapter 6

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$2,626,625	\$4,636,385	\$4,641,265	\$4,641,265	\$4,641,265	\$21,186,805	\$0

Chapter 7 - FINANCIAL MANAGEMENT

Recommendation 135

Define performance measurements for the various functions within the financial department.

Recommendation 136

HISD should move forward with of implementing a new financial system.

Recommendation 137

Eliminate the use of school-level tracking systems by allowing access to the actual budget data.

Recommendation 138

The district should determine in which system each process and data set should reside.

Recommendation 139

Designate excess fund balances to fund prioritized facility expansions and renovations.

Recommendation 140

Reduce the number of budget transfers required throughout the year by discontinuing the use of holding or clearing accounts in the budget.

Recommendation 141

Use the budget as a cost containment tool linked directly to the district's strategic goals.

Recommendation 142

Require school principals, financial clerks, and secretaries involved in the budgeting process to attend the budgeting department inservice training that is already offered.

Recommendation 143

Create a single on-line budget development system.

Recommendation 144

When district publications use the terms ³recommended budget,² ³adopted budget,² and ³budget,² they should be clear about the date and progress in the budgeting process that the figures represent.

Recommendation 145

The district should evaluate the true cost of applying for small-amount grants.

Recommendation 146

Schools should move forward with their waiver plans.

Recommendation 147

The Director of the Accounts Payable Department should strictly enforce HISD policy when paying vendors.

Recommendation 148

Install an interactive voice response telephone system with an automatic call distributor that is linked to the financial system in the Accounts Payable Department to answer common and repetitive phone queries.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$299,000	\$299,000	\$299,000	\$299,000	\$1,196,000	(\$300,000)

Recommendation 149

The Office of Business and Fiscal Administration should ensure the expeditious implementation of a new payroll and human resource system.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$2,200,000	\$2,200,000	\$2,200,000	\$2,200,000	\$8,800,000	(\$6,000,000)

Total - Chapter 7

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$2,499,000	\$2,499,000	\$2,499,000	\$2,499,000	\$9,996,000	(\$6,300,000)

Chapter 8 - PURCHASING AND WAREHOUSING SERVICES

Recommendation 150

Implement an automated order process for all orders placed through central Purchasing.

Recommendation 151

Change the current policy of obtaining formal bid on purchases in excess of \$10,000, to the state-required level of \$25,000.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$25,500	\$25,500	\$25,500	\$25,500	\$25,500	\$127,500	

Recommendation 152

Include the Purchasing Department in the purchase of all services that cost more than \$25,000.

Recommendation 153

Implement the use of procurement cards for purchases under \$1,000.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$91,200	\$91,200	\$91,200	\$91,200	\$364,800	(\$20,000)

Recommendation 154

Use a two-way match (payment based on purchase order and invoice match) requirement for all purchases under \$1,000.

Recommendation 155

Allow individual principals to designate one or more school officials to have signature authority for all purchases below \$500.

Recommendation 156

Include product quality and vendor service as criteria when evaluating and awarding bid contracts.

Recommendation 157

Reorganize and retrain Purchasing staff to manage the new purchasing process with reduced staffing levels.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		

1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$0	\$175,000	\$175,000	\$175,000	\$175,000	\$700,000	

Recommendation 158

Create a customer service center or help desk in Purchasing to answer and resolve customer questions and problems.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)

Recommendation 159

Streamline Central Warehouse's requisition process by creating a single point of entry where all relevant data is simultaneously checked and then entered onto the Maintenance, Planning and Accountability System (MPAC).

Recommendation 160

Install an electronic receiving system in the Central Warehouse (bar coding and scanning) that interfaces with the MPAC system.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$0	\$50,000	\$50,000	\$50,000	\$50,000	\$200,000	(\$60,000)

Recommendation 161

Improve the process supporting textbook ordering by identifying the latest possible date to assess projected school enrollments using the PEIMS data.

Recommendation 162

Perform a cost analysis for inventory items or items needing repair.

Recommendation 163

Reduce Central Warehouse staff.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$220,000	\$220,000	\$220,000	\$220,000	\$220,000	\$1,100,000	

Recommendation 164

Expand the percentage of physical inventory reviewed annually from 30 percent to a minimum of 50 percent. Expansion will allow for a more accurate assessment of inventory.

Total - Chapter 8

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$245,500	\$561,700	\$561,700	\$561,700	\$561,700	\$2,492,300	(\$130,000)

Chapter 9 - INFORMATION SERVICES

Recommendation 165

Place FMO Data Services, Data Management, and Food Services data organization under the responsibility of the assistant superintendent for Technology and Information Systems.

Recommendation 166

Adopt a system development methodology to improve the quality of systems and guide development.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
					(Costs) or	(Costs) or
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$0	\$0	\$0	\$0	\$0	\$0	(\$100,000)

Recommendation 167

Enforce the HISD technology standards on all district technology purchases.

Recommendation 168

Upgrade and fill vacant position with an experienced security expert to implement security throughout the district.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$8,000)	(\$8,000)	(\$8,000)	(\$8,000)	(\$8,000)	(\$40,000)	

Recommendation 169

Compare costs of purchasing commercial software and developing applications within the district, and severely limit customization of purchased software.

Recommendation 170

Move the Instructional Technology Department to the Wesleyan Building.

Recommendation 171

Require minimum computer competency for school personnel to help ensure instructional technology is properly used in the classroom.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$89,800)	(\$89,800)	(\$89,800)	(\$89,800)	(\$89,800)	(\$449,000)	(\$24,000)

Recommendation 172

Establish policies to distribute technology equitably among districts and schools.

Recommendation 173

Identify all systems and software requiring technical training and support and prepare a plan to address those needs.

Recommendation 174

Resolve any SASI issues and complete installation.

Recommendation 175

Institute a procedure of regularly requesting user justification for continuation of reports.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$30,000	\$30,000	\$30,000	\$30,000	\$120,000	

Recommendation 176

Perform a cost benefit analysis to determine whether warehousing, inventory, project tracking, fleet management, and time-tracking modules should be included in the financial systems.

Recommendation 177

FMO Data Services should stop development efforts on its time-tracking system and include the function of the new Human Resources/Payroll system.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$70,000	\$70,000	\$70,000	\$70,000	\$70,000	\$350,000	

Recommendation 178

Modify processes to conform to the latest version of MPAC as much as possible.

Total - Chapter 9

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		

(\$27,800)	\$2,200	\$2,200	\$2,200	\$2,200	\$2,200	(\$19,000)	(\$124,000)
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Chapter 10 - FOOD SERVICES

Recommendation 179

Outsource HISD's Office of Food Services.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$922,270	\$3,291,600	\$6,252,700	\$6,252,700	\$16,719,270	

Recommendation 180

Design and implement a more efficient food preparation and serving system for the district and each individual cafeteria.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$997,000	\$997,000	\$997,000	\$997,000	\$3,988,000	

Recommendation 181

Formulate a strategy for monitoring, analyzing, and increasing participation rates in the School Breakfast and Lunch Programs, particularly for middle and high schools.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$1,723,100	\$1,723,100	\$1,723,100	\$1,723,100	\$6,892,400	

Recommendation 182

Increase the use of pre-processed commodities in food preparation.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$90,000	\$90,000	\$90,000	\$90,000	\$360,000	

Recommendation 183

Reorganize the management structure of Food Services.

Recommendation 184

Reorganize and downsize the administrative functions of Food Services through automation and eliminate all redundant and unnecessary tasks.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$198,000	\$198,000	\$198,000	\$198,000	\$792,000	

Recommendation 185

Develop and enforce appropriate policies and procedures and implement a perpetual inventory system for Food Services.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	(\$54,000)

Recommendation 186

Routinely analyze the reasons for Food Services accidents and enact preventive measures to reduce the frequency and severity of these accidents.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
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1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
\$0	\$120,000	\$120,000	\$120,000	\$120,000	\$480,000	

Recommendation 187

Complete the full installation of SNAP at all schools and train all necessary personnel by August 1997.

Recommendation 188

Establish performance standards that meet or exceed industry standards for each operational area of Food Services and develop and implement a management information system to compare results with the established performance standards.

Recommendation 189

Develop and implement a computerized emergency food request system.

Recommendation 190

Develop and implement a computerized quality-control log to monitor and address quality issues in a timely manner.

Recommendation 191

Establish a documented preventive maintenance program and replacement policy for Food Services vehicles and equipment, and use the existing work order system.

Total - Chapter 10

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
\$0	\$922,270	\$3,291,600	\$6,252,700	\$6,252,700	Savings	Savings
					\$16,719,270	\$0

Chapter 11 - TRANSPORTATION

Recommendation 192

HISD should evaluate the PEER Review report and take prompt action to implement additional recommendations as appropriate.

Recommendation 193

Reorganize the Transportation Department to assign a manager to each of the four terminals and to the Truck Service Center.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
\$105,170	\$157,610	\$157,610	\$157,610	\$157,610	Savings	Savings
					\$735,610	

Recommendation 194

Designate a chief foreman in the maintenance shop of each terminal.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
(\$35,750)	(\$53,650)	(\$53,650)	(\$53,650)	(\$53,650)	Savings	Savings
					(\$250,350)	

Recommendation 195

Redefine the mission of the staff assigned to quality assurance to provide technical support and skills training.

Recommendation 196

Eliminate the vacant position of safety director; reorganize the personnel assigned to the Safety section to clarify responsibilities.

Annual Costs or Savings/Revenue					Total 5-year	One-Time
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or	(Costs) or
\$35,020	\$52,530	\$52,530	\$52,530	\$52,530	Savings	Savings
					\$245,140	

Recommendation 197

Create two supervisor classifications for the motor pools: administrative supervisor and field supervisor.

Recommendation 198

The HISD Human Resources department should be more aggressive in recruiting and employing enough personnel to fill all driver assignments.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$223,800)	(\$443,500)	(\$443,500)	(\$443,500)	(\$443,500)	(\$1,997,800)	

Recommendation 199

Hire a pool of substitute hourly drivers to be available daily at each terminal each shift to fill open routes or extra assignments.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$145,250	\$290,500	\$290,500	\$290,500	\$290,500	\$1,307,250	

Recommendation 200

Create an in-house certification program that would add new mechanic levels and ultimately improve performance and improve mechanic morale.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$50,000)	(\$50,000)	(\$50,000)	\$0	(\$150,000)	

Recommendation 201

Implement a warranty program and create a warranty supervisor position to monitor and enforce the warranty recovery and control program.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$276,750	\$553,500	\$553,500	\$553,500	\$553,500	\$2,490,750	

Recommendation 202

Reduce the number of clerks in the Transportation Department.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$57,500	\$207,800	\$207,800	\$207,800	\$207,800	\$888,700	

Recommendation 203

Increase the minimum fee for field trips to fully recover operation costs and charge a premium for field trips that interfere with regular school transportation schedules.

Recommendation 204

Coordinate the technology programs and information systems to provide effective and efficient information across the district.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$50,000)	(\$50,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$175,000)	

Recommendation 205

Develop key indicators to measure and monitor performance.

Recommendation 206

Use the capabilities of Edulog to reduce the number of bus routes and the number of required buses, drivers, mechanics, and supervisors.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$290,000	\$290,000	\$290,000	\$290,000	\$1,160,000	

Recommendation 207

Establish staggered bell times for all schools and work with principals to develop well-planned routing strategies and a commitment to improve schedule efficiency.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$8,000,000	

Recommendation 208

Charge school principals the full cost of implementing waiver days.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$26,000	\$26,000	\$26,000	\$26,000	\$104,000	

Recommendation 209

Encourage high school students to use METRO services instead of HISD school bus routes.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$500,000	\$500,000	\$500,000	\$500,000	\$2,000,000	

Recommendation 210

Financially manage the Transportation Department as a separate business unit, operating as an internal service fund.

Recommendation 211

Adopt a spare bus ratio of 15 percent.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$194,000	\$157,000	\$157,000	\$157,000	\$157,000	\$822,000	

Recommendation 212

Adopt a policy to replace vehicles after 10 years of service; establish a fleet procurement plan to replace 10 percent of the fleet annually and a 5-year capital budget for fleet purchases.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$3,000,000)	(\$3,000,000)	(\$3,000,000)	(\$3,000,000)	(\$12,000,000)	

Recommendation 213

Construct or lease facilities to provide 10 maintenance bays for Delmar Terminal.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$100,000)	(\$500,000)	

Recommendation 214

Establish a formal training curriculum for mechanics to maintain and improve the skills of existing mechanics.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$200,000)	(\$400,000)	(\$600,000)	(\$800,000)	(\$2,000,000)	

Recommendation 215

Reactivate the diesel mechanic curriculum at Barbara Jordan High School.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	(\$95,700)	(\$95,700)	(\$95,700)	(\$95,700)	(\$382,800)	

Recommendation 216

Implement an effective vehicle management system.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)

Recommendation 217

Stipulate specifications for warranty and fleet defect in future procurement of buses.

Recommendation 218

Purchase additional radios to equip each school bus in the active fleet.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$278,300)	(\$136,400)	(\$136,400)	(\$68,200)	\$0	(\$619,300)	

Recommendation 219

Establish a program to rotate the cameras and camera boxes on all routes in the district.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$50,000)	

Recommendation 220

Immediately discontinue the practice of allowing school bus drivers to routinely take home buses in the middle of the day.

Recommendation 221

Establish a fleet management program for the general service vehicles.

Total - Chapter 11

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$115,840	\$95,690	(\$79,310)	(\$211,110)	(\$292,910)	(\$371,800)	(\$50,000)

Chapter 12 - SAFETY AND SECURITY

Recommendation 222

HISD should develop a formal, long-term strategy for safety and security.

Recommendation 223

HISD should conduct opinion surveys on safety and security issues every two years and analyze these results as a way to evaluate the performance of safety and security programs.

Recommendation 224

Ask lawmakers to change state law to allow higher revenues for the crossing guard program.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001		
\$0	\$200,000	\$200,000	\$200,000	\$200,000	\$800,000	

Recommendation 225

Identify safety and performance measures for the crossing guard program.

Recommendation 226

HISD should revise its Administrative Procedures Manual, Student Code of Conduct, and Emergency Preparedness Manual to ensure consistent and equitable application across the district.

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	\$0	(\$100,000)
\$0	\$0	\$0	\$0	\$0	\$0	(\$100,000)

Recommendation 227

HISD should develop a methodology to assess the performance of its alternative education programs and monitor their performance regularly.

Recommendation 228

The HISD Police Department, in conjunction with the Department of Research and Evaluation, should develop a systematic methodology to assess the safety and security threats on district campuses and allocate resources of the Police Department.

Total - Chapter 12

Annual Costs or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	\$800,000	(\$100,000)
\$0	\$200,000	\$200,000	\$200,000	\$200,000	\$800,000	(\$100,000)

Summary of Costs and Savings							
						Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	Annual Costs or Savings/Revenue					(Costs) or Savings	(Costs) or Savings
	1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	Savings	Savings
TOTAL SAVINGS	\$6,782,102	\$19,900,187	\$22,473,597	\$26,243,343	\$26,343,343	\$101,442,572	\$14,437,360
TOTAL COSTS	(\$1,568,350)	(\$9,078,880)	(\$9,165,110)	(\$9,308,470)	(\$9,418,470)	(\$38,239,280)	(\$7,713,500)
NET SAVINGS	\$5,213,752	\$10,821,307	\$13,308,487	\$16,934,873	\$16,924,873	\$63,203,292	\$6,723,860

5-Year Gross Savings	\$115,879,932
5-Year Costs	(\$45,952,780)
Grand Total	\$69,927,152

Appendix A:

Summary of Survey Results

METHODOLOGY

Surveys of various stakeholders within the Houston Independent School District (HISD) community were conducted during April 1996. The surveys gathered information from a representative sample of each stakeholder group regarding their views and opinions of HISD. Empirical Management Services (EMS) contracted Telesurveys, Inc. (Telesurveys) to conduct telephone surveys of the following stakeholders between April 12, 1996 and April 28, 1996:

- Parents, taxpayers and community-at-large
- Influential community leaders
- HISD central and sub-district administrators
- Principals and assistant principals
- Teachers

In addition, Telesurveys also conducted a self-administered (written) survey of students in grades eight, 11 and 12 during the same period.

OBJECTIVES

The surveys were used to determine stakeholder perceptions of:

- The quality of education and related changes over time;
- School district administrators, principals, teachers and school board members;
- The district's operational efficiency;
- The district's educational programs;
- The condition of the district's facilities;
- Major issues facing the district;
- Community involvement and support for the district (including community opinions of the school district); and
- Suggestions for improvement.

SAMPLING

Parents, Taxpayers and Community-at-Large (Public Opinion Survey)

Telesurveys obtained a random digit sample (RDD) for telephone exchanges lying within a specific geographic boundary defined by 59 zip codes. These zip codes, consisting of 44 completely within HISD boundaries and 15 partially within HISD boundaries as identified by district personnel, were used as the sampling frame.

A total of 1,200 parent and taxpayer interviews were completed from this sample, which is a proportionate-to-size probability sample of all telephone households in the designated HISD sampling frame. A sample of this size permits inferences to be made at a 95 percent confidence interval with a margin of error of plus or minus five percent. **Exhibit A-1** presents the actual number of completed interviews by race and gender, along with an unweighted percentage distribution.

Exhibit A-1
Houston Community Public Opinion Survey Respondents
(Completed Interviews by Race and Gender)

Race	Number	Unweighted Percent
Anglo	419	35%
African American	342	29%
Hispanic	351	29%
Asian	28	2%
Refused to Reply	60	5%
Total	1,200	100%
Gender		
Male	466	39%
Female	734	61%
Total	1,200	100%

Influential Community Leaders

For the survey of influential community leaders, Telesurveys compiled a list of community and business leaders from organizations such as the Greater Houston Partnership, minority chambers of commerce and other community advocacy groups. From this list, a sample of 345 influential community leaders was drawn and 251 interviews were completed; which is also a proportionate-to-size probability sample of influential community leaders in the designated community influential sampling frame. This

sample size also permits inferences to be made at a 95 percent confidence interval with a margin of error of plus or minus five percent. **Exhibit A-2** presents the actual number of completed interviews by race and gender, along with an unweighted percentage distribution.

Exhibit A-2
Houston Influential Community Leaders Public
Opinion Survey Respondents
(Completed Interviews by Race and Gender)

Race	Number	Unweighted Percent
Anglo	125	50%
African American	55	22%
Hispanic	53	21%
Asian	5	2%
Other	13	5%
Total	251	100%
Gender		
Male	115	46%
Female	136	54%
Total	251	100%

HISD Central and Sub-District Administrators

Telesurveys used the HISD employee data base to identify HISD central and sub-district administrators. From this data base, a sample of 67 central and sub-district administrators was drawn and 52 interviews were completed; which represents a proportionate-to-size probability sample. This sample size also permits inferences to be made at a 95 percent confidence interval with a margin of error of plus or minus five percent. **Exhibit A-3** presents the actual number of completed interviews by race and gender, along with an unweighted percentage distribution.

Exhibit A-3
HISD Central and Sub-District Administrator Respondents
(Completed Interviews by Race and Gender)

Race	Number	Unweighted Percent
Anglo	23	44%

African American	18	35%
Hispanic	8	15%
Asian	1	2%
Other	1	2%
Refused to Reply	1	2%
Total	52	100%
Gender		
Male	30	58%
Female	22	42%
Total	52	100%

HISD Principals and Assistant Principals

Telesurveys used the HISD employee data base to identify HISD principals and assistant principals. From this data base, a sample of 74 principals and assistant principals was drawn and 50 interviews were completed; which represents a proportionate-to-size probability sample. This sample size also permits inferences to be made at a 95 percent confidence interval with a margin of error of plus or minus five percent. **Exhibit A-4** presents the actual number of completed interviews by race and gender, along with an unweighted percentage distribution.

Exhibit A-4
HISD Principal and Assistant Principal Respondents
(Completed Interviews by Race and Gender)

Race	Number	Unweighted Percent
Anglo	20	40%
African American	17	34%
Hispanic	12	24%
Other	1	2%
Total	50	100%
Gender		
Male	19	38%
Female	31	62%

Total	50	100%
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HISD Teachers

Telesurveys used the HISD employee data base to identify HISD teachers. From this data base, a sample of 1,601 teachers was drawn and 1,078 interviews were completed; which represents a proportionate-to-size probability sample. This sample size also permits inferences to be made at a 95 percent confidence interval with a margin of error of plus or minus five percent. **Exhibit A-5** presents the actual number of completed interviews by race and gender, along with an unweighted percentage distribution.

Exhibit A-5
HISD Teacher Respondents
(Completed Interviews by Race and Gender)

Race	Number	Unweighted Percent
Anglo	527	49%
African American	329	31%
Hispanic	156	15%
Asian	17	2%
Other	14	1%
Refused to Reply	35	2%
Total	1,078	100%
Gender		
Male	254	24%
Female	824	76%
Total	1,078	100%

HISD Students

Telesurveys used the HISD student data base to identify students in the eighth, 11th and 12th grades to complete a written survey. From this data base, a sample of 1,508 was drawn and 1,508 written surveys were distributed to middle and high schools throughout the district and returned completed. This sample size also permits inferences to be made at a 95 percent confidence interval with a margin of error of plus or minus five percent. **Exhibit A-6** presents the actual number of completed interviews by race and gender, along with an unweighted percentage distribution.

Exhibit A-6
HISD Student Respondents
(Completed Interviews by Race and Gender)

Race	Number	Unweighted Percent
Anglo	247	16%
African American	566	38%
Hispanic	482	32%
Asian	61	4%
Other	40	3%
Refused to Reply	112	7%
Total	1,508	100%
Gender		
Male	578	38%
Female	848	56%
Refused to Reply	82	6%
Total	1,508	100%

Questionnaire Design

The questionnaires were modeled after questionnaires used in other districts by the Comptroller's Office. Using previous questionnaires as a model, modifications were made to customize the questionnaire to obtain community perceptions about issues specific to HISD (e.g., Project Renewal) as well as HISD employees' and students' perceptions about specific focus areas to be reviewed during on-site activities (e.g., safety and security, food service, transportation, etc.). A Spanish language version was used by bilingual telephone interviewers when required for Spanish-speaking respondents. Copies of interview questionnaires for each survey are included later in the appendix, along with detailed survey results.

Interviewing Procedures

Trained bilingual interviewers conducted all telephone interviews between April 12 and April 28, 1996 from the Houston facility of Telesurveys. Interviews were generally conducted during the evening hours and on weekends. Each sampled telephone number received up to three call-backs to maximize the response rate. The average interview length for all

surveys was 20 minutes, with the exception of the teacher surveys that averaged one hour.

Quality Control

Professional supervisors on Telesurveys' staff monitored all interviewing activity and reviewed all completed interviews daily for accuracy and completeness. Incomplete or inaccurate interviews were conducted again by interviewers.

Data Processing & Analysis

Telesurveys staff edited, coded and entered into computer-readable format all survey data. Only valid cases were used to analyze and summarize data presented in this report (i.e., non-replies or refusals to reply were not included in valid percentages used for analysis).

SUMMARY RESULTS

Major themes reflected in survey responses for each stakeholder group include:

Parents, Taxpayers and Community-at-Large (Public Opinion Survey)

- The majority of community residents generally perceived the quality of education in the district to be fair to poor; and six in 10 feel the quality of public education in HISD has basically stayed the same or gotten worse over the past three years (approximately two in 10 felt it had gotten worse).
- However, six in 10 community residents with children currently enrolled in HISD feel the quality of education their children receive is good to excellent. However, the community-at-large (including those with no children currently enrolled in HISD) generally feels that Houston parents are not satisfied with the education their children are receiving.
- Seven in 10 community residents, based on what they have either seen, heard or read, perceive HISD to be operating efficient to very efficient.
- Fifty-seven percent of the respondents felt HISD schools were not safe and secure.
- Over six in 10 community residents generally agree to strongly agree that schools in HISD are good places to learn; and 68 percent agree to strongly agree that that HISD teachers care about students' needs.

- Eight in 10 community residents feel that Houston parents are provided opportunities to play an active role in public schools.

Influential Community Leaders

- Six in 10 community leaders perceive the quality of the education in HISD as fair to poor; with 45 percent indicating they feel that the quality of education at HISD has improved over the past three years. However, 55 percent feel the quality of education has stayed the same or gotten worse (14 percent felt it had gotten worse).
- Six out of 10 community leaders indicate that children are not being given the basic skills needed to pursue an entry level position in business or industry. Nearly 40 percent believe that children are not able to read or write adequately, and 26 percent felt they lacked math skills.
- The majority of the community leaders feel the current HISD Board of Trustees is doing a good job, with 52 percent rating the board's performance as good to excellent. However, 48 percent of community leaders rated the board's performance as fair to poor.
- Over six in 10 community leaders rated the performance of the superintendent and top administrators as good to excellent, indicating a high level of satisfaction with the executive management team.
- Almost six in 10 respondents believed that the board and superintendent shared the same vision.
- Community leaders generally feel that there is not enough space to support quality instructional programs (over 60 percent of respondents).
- Community leaders feel that schools are overcrowded and larger classrooms are needed (36 percent); renovations and repairs are necessary (11 percent); and more computers and updated technology are needed (11 percent).
- Over eight in 10 respondents feel that the HISD business partnerships are effective and nine in 10 want to expand partnerships between HISD and the business community.

HISD Central and Sub-District Administrators

- Generally, HISD central and sub-district administrators feel that school board members have above knowledge of the educational needs of students in HISD. Over eight in 10 respondents gave the school board a grade of "A" or "B" in this category.
- Almost nine in 10 respondents felt the superintendent was doing a good job as instructional leader, while 86 percent felt the superintendent was doing a good job in his role as chief administrator of HISD.

- Central and sub-district administrators generally feel that the regional area district-level administration in HISD was effective. Using the grading system, 76 percent of the respondents gave the regional area district-level administration a grade of "A" or "B".
- Only five in 10 respondents felt site-based decision-making had been implemented effectively in HISD, assigning the effectiveness of implementation a grade of "A" or "B".
- Over 60 percent of respondents felt that HISD maintained effective programs for bilingual students.
- Both central and district administrators felt that information needed to administer the district and vertical teams was received in a timely manner. Seven in 10 respondents graded the timeliness of management information as "A" or "B".
- Eight in 10 respondents were satisfied with the authority they have to carry out their administrative responsibilities. This response level seems to indicate that central and sub-district administrators feel they are empowered to manage their respective functions with autonomy.
- Seven in 10 respondents generally feel that the downtown business community and civic leaders have had a positive impact on the overall direction of HISD.

HISD Principals and Assistant Principals

- Eight in 10 HISD principals and assistant principals feel that school board members have above average knowledge of the educational needs of students in HISD.
- Eighty-six percent of respondents felt the superintendent was doing a good job as instructional leader, while 88 percent felt the superintendent was doing a good job in his role as chief administrator of HISD.
- Six in 10 principals and assistant principals are dissatisfied with parents' efforts in assisting with the education and learning process. Sixty-two percent of the respondents graded parents' assistance with the education and learning process as "C" or "D".
- The majority of respondents feel that site-based decision-making has been effectively implemented in HISD. Seven in 10 respondents graded the district's implementation of site-based decision-making as "A" or "B". Moreover, 80 percent of the respondents also felt that the current decentralized organizational structure has improved educational service delivery within HISD.
- Only five in 10 respondents felt that schools have the basic facilities (such as laboratory equipment and computers) to educate students within the current or projected curriculum or education standards. Forty-six percent of the respondents assigned the district

a grade of "C" or "D", indicating that schools did not have the basic facilities.

- Seven in 10 respondents indicated that from zero to two follow-up calls are usually placed to purchasing or accounts payable to complete a typical requisition or purchase order.
- Eighty-eight percent of principals and assistant principals are satisfied with the authority they have to carry out their administrative responsibilities.
- Respondents generally feel that evaluations would be more valuable to teachers in helping them to improve their teaching if more unscheduled visits to classrooms were conducted (38 percent); if a peer review and a self-help evaluation were included (12 percent); and if merit awards were tied to contracts (12 percent).
- Eight in 10 respondents either agreed or strongly agreed that evaluations by their supervisors helped to improve their overall job performance.
- Respondents generally felt that staff development for administrators and administration staff would be more valuable if staff development were designed to cover relevant curriculum (30 percent); if the district would seek out and adopt good ideas from others (16 percent); and survey administrators and staff first to determine staff development needs (14 percent).
- Sixty-eight percent of respondents indicated they seldom have trouble getting curriculum and instruction personnel from the central office to come to their schools to help teachers.

HISD Teachers

- Only 48 percent of HISD teachers feel that school board members have above average knowledge of the educational needs of students in HISD. Fifty-two percent of teachers responding to the survey feel that school board members have average to below average knowledge of the educational needs of students in HISD
- Seventy seven percent of the respondents feel that their principal is doing an above average job as instructional leader of the school (46 percent assigned their principals a grade of "A"); and 72 percent felt their principal is doing an above average job as manager of the school, staff and teachers (43 percent assigned their principals a grade of "A").
- Almost seven in 10 respondents felt that parents' efforts in assisting with the education and learning process was average to below average, with 32 percent assigning parents' efforts a grade of "C" and 37 percent assigning parents' efforts grades of "D" and "F".

- Teachers were evenly split on rating the district's relationship with various groups within the community. Fifty percent felt the district's relationships were above average, while 50 percent felt the district's relationships were average to below average.
- Only 46 percent of teachers responding to the survey felt the assistance they received in their respective classrooms from representatives of the Curriculum Services Department or from the area district merited a grade of "A" or "B"; while 54 percent felt grades from "C" through "F" were more representative of the assistance received.
- Less than 50 percent of the respondents felt HISD's implementation of site-based decision-making merited an "A" or "B" (49 percent); while 51 percent felt that the implementation of site-based decision-making was generally not effective (27 percent assigned a grade of "C"). Moreover, only 48 percent of the respondents felt that the current decentralized organizational structure has incrementally improved educational service delivery within HISD.
- Only 42 percent of respondents felt that schools have the basic facilities (such as laboratory equipment and computers) to educate students within the current or projected curriculum or education standards. Fifty-eight percent of the respondents assigned the district a grade of "C" (31 percent) "D" (18 percent) or "F" (nine percent), indicating that schools did not have the basic facilities.
- Seventy-eight percent of the respondents indicated that from zero to two follow-up contacts are made with the principal or school clerk before requested supplies are received.
- Six in 10 teachers responding to the survey would like to have greater involvement with developing budgets and determining how funds are spent.
- Thirty-eight percent of the respondents indicated that the principal or assistant principal visited their classrooms one to two times per month, 17 percent received visits three to four times per month, 26 percent received visits five or more times per month, and 19 percent indicated that principals nor assistant principals visited their classrooms during the month. However, forty-six percent of respondents felt they should receive one to two visits per month and 25 percent felt they should receive three to four visits per month.
- Over 70 percent of the respondents felt that the staff development program used in their respective schools improved their classroom teaching and management. Respondents felt the most important strengths of the staff development program were developing new teaching techniques (33 percent) and site-based decision-making; working in harmony with other teachers (31 percent). Respondents felt important weaknesses included repetition of subjects (10

- percent), too much time away from the classroom (eight percent) and lack of relevance to what is currently taught (eight percent).
- Eight in 10 respondents indicated that inspiring students gave them their greatest satisfaction in teaching.
 - Six in 10 respondents feel the most important source of feedback for improving teaching is students. Eighty-nine percent received feedback from students at least once each week, with 56 percent receiving student feedback at least once each day.
 - Respondents feel that the lack of parental involvement (32 percent) and the lack of discipline (21 percent) are the most important factors out of their control that negatively affects their ability to deliver effective teaching.

HISD Students

- Students responding to the survey feel they are receiving a quality education in HISD. Seventy-one percent of the respondents graded the quality of education they are currently receiving as "A" (21 percent) or "B" (50 percent).
- Eight in 10 respondents graded their teachers as "A" (32 percent) or "B" (49 percent).
- Eighty-seven percent of the respondents indicated that they felt fairly safe to very safe in their schools, with 67 percent feeling fairly safe. However, to improve safety on their campuses, respondents suggested increasing security in the buildings and parking lots (31 percent), hiring more professional security guards (12 percent) and installing metal detectors to check for weapons (12 percent).
- Six in 10 respondents either agreed or strongly agreed that teachers cared about students' needs. Sixty-six percent felt that teachers gave them individual attention; and 64 percent indicated that teachers praised them when they were doing well in school.
- Seventy-eight percent of respondents feel that misbehavior interferes with classroom learning; while only 47 percent feel that most students try to do their best in class. Thirty-eight percent of the respondents feel that most students do not try to do their best in class.
- Students are about evenly split in their opinions of the upkeep and physical condition of their respective campuses as compared to other schools they know about. Fifty-three percent feel the condition and upkeep of their campus is good to excellent, while 47 percent feel the condition and upkeep of their campus is fair to poor when compared to other schools they know about.
- Almost seven in 10 respondents rate bilingual teachers at their school good to excellent, but only 53 percent of respondents rate

bilingual programs as good to excellent. Forty-seven percent of the respondents rate bilingual programs at their school as fair to poor.

- Most respondents felt that math scores on the TAAS test could be improved if students practiced and more math homework were assigned (28 percent); if tutoring were available (19 percent); if they had classes that focus only on TAAS math (11 percent); and there were better math teachers (10 percent).
- Most respondents felt that reading scores on the TAAS test could be improved if students practiced and more reading homework were assigned (42 percent); and if reading were made more interesting (12 percent); if they had classes and labs that focus reading for TAAS (10 percent).
- Most respondents felt that writing scores on the TAAS test could be improved if students practiced and received more writing assignments (43 percent); if tutoring were available (13 percent); if they had classes and labs that focus only on writing for TAAS (8 percent); and there were better writing teachers (10 percent).
- Seventy-seven percent of the respondents plan to attend college when they graduate from high school.

Appendix B: Survey Questionnaires

In addition to community meetings held to determine areas of concern or praise for noteworthy accomplishments, surveys of the following groups were conducted:

- central and district administrators,
- principals and assistant principals,
- teachers,
- students,
- community leaders, and
- the public (members of the community living within HISD boundaries)

A statistically valid sample of each population was selected at random to determine the opinions of each group. This appendix contains a copy of questionnaires used to conduct each survey.

CENTRAL AND DISTRICT ADMINISTRATOR SURVEY QUESTIONNAIRE

(Telephone Interview)
Population n = 52

Introduction

Good (morning/afternoon). This is [First & Last Name] with Telesurveys Research Associates, an opinion research firm in Houston. I am calling for the State Comptroller's Office.

1. May I please speak with [read name off of call sheet]

Already on the phone Continue

Will go get him/her Restate introduction; then continue

Not available now Arrange for a callback appointment

As you know, the State Comptroller's Office is conducting a "Management and Performance Review" of the Houston Independent School District. The three key objectives of the performance review are to identify cost savings in district operations; promote better education through operating efficiency; and identify ways to improve management strategies. As part of this review, we are conducting a survey of administrators in HISD.

Your responses to the survey will be treated with strict confidence and no names will ever be used in the report. There are no right or wrong answers. Your honest responses will ensure that central and regional district administrators have accurate and unbiased input into the review process.

2. First, how many years have you been an HISD administrator, including this school year?

3. How many years have you been with HISD in total, including this school year?

4. What grade level(s) do you administer (check all that apply)?

Elementary School Middle School High School N/A

5. Are you assigned to central administration, or to one of the regional area districts?

Central District N/A

6. Are you in the Richmond office, the Wesleyan office, or the McCarty office?

Richmond Wesleyan McCarty N/A

7. In which area district do you work?

8. What is your official position title?

Now, I am going to read a list of different groups of employees in HISD. Please use the grades **A, B, C, D,** or **F** to indicate how well you think each group performs their job.

9. First of all, in general, what grade would you give the HISD school board members' knowledge of the educational needs of students in HISD? Would you give the board an **A, B, C, D,** or **F**?

A B C D F

10. In general, what grade would you give superintendent Dr. Rod Paige in his role as the instructional leader of your school?

A B C D F

11. And how would you grade the HISD superintendent, Dr. Rod Paige, in his role as the chief administrator of HISD?

A B C D F

12. In general, what grade would you give to the extent to which central administrative staff is supportive and actively involved on HISD campuses?

A B C D F

13. In general, what grade would you give regional area district-level administration in HISD?

A B C D F

14. In general, what grade would you assign to HISD teachers' attitudes about their jobs?

A B C D F

The next few questions deal with specific programs and policies at HISD.

15. Using the grading system, how effective do you think site-based decision making has been implemented in HISD?

A B C D F

16. And what grade would you assign to the extent to which the decentralized organizational structure (i.e., area districts) has improved educational service delivery and operations at HISD?

A B C D F

17. What grade do you give to the district's use of programs for bilingual students?

A B C D F

The next few questions deal with the financial management of HISD.

18. What grade would you assign to the efficiency of the budgeting process?

A B C D F

19. What role do you have in determining how funds are spent in the HISD district?

None or Very Little I make my own program Relay my needs to others Other

20. What role do you play in developing budgets?

None or Minor Direct Role in Budget Collaborative Role Other

21. Using the grading system above, please grade your level of satisfaction with the input you have in determining spending priorities for your administrative function.

A B C D F

22. Please grade your level of satisfaction with the input you have in developing budgets for your administrative area.

A B C D F

23. What grade would you assign to the accuracy, consistency and timeliness of information you receive from the Accounting and Finance departments?

A B C D F

24. What suggestions do you have for improving the efficiency and effectiveness of financial management at HISD?

Now I would like to ask a few questions about the overall organization and management at HISD.

25. First, using the grading system above, what grade would you assign to HISD in terms of being organized in a manner that facilitates performance and does not duplicate work efforts?

A B C D F

26. The next few questions are about organization and management at the *regional area district level*. First, using the grading system above, what grade would you assign to receiving the information you need to administer your district and the vertical teams in a timely manner?

A B C D F

27. What grade would you assign to your level of satisfaction with the authority you have to effectively carry out your administrative responsibilities?

A B C D F

28. And what grade would you give to how involved community organizations (such as the downtown business community and various civic leaders) have been in affecting the direction of HISD?

A B C D F

29. Overall, what grade do you assign to HISD's current organizational and management structure?

A B C D F

29a. What would you recommend to improve HISD's organizational and management structure?

30. Now I am going to ask a few questions about the personnel management function at HISD. First, using the grading system above, how efficient is the current job posting and hiring process when it comes to meeting your staffing needs?

A B C D F

31. And what grade would you assign to how efficient the HISD's follow-up processes are to deal with issues of dismissal, discipline and communication?

A B C D F

32. What grade would you assign to how well current procedures identify staff training needs, develop materials and deliver programs which meet training needs?

A B C D F

33. What grade would you assign to the effectiveness of current processes for personnel evaluation and assessment of success?

A B C D F

34. Overall, what grade would you give to HISD employee's job satisfaction and morale or motivation to work?

A B C D F

35. And overall, what grade would you assign to the effectiveness of HISD's current personnel management policies and procedures?

A B C D F

35a. What would you recommend to improve personnel policies and procedures?

36. Now I would like to ask some questions about the management information systems function and instructional technology. First, using the grading system above, how would you rate the effectiveness of HISD's current technology to support your administrative functions?

A B C D F

37. And what grade do you give to how well current technology supports instruction at HISD?

A B C D F

37a. What suggestions do you have to improve technology to support either administrative functions or instruction?

38. What comments do you have regarding the overall efficiency and effectiveness of the HISD?

39. Can you recommend any cost savings or other efficiencies to improve the efficiency and effectiveness of the functional areas under review?

40. What other concerns or general comments would you like to share with us about concerns we have not asked about or areas we need to explore as we conduct the review?

Demographic Information

41. Finally, I have just a few more background questions to ask you. First, what is your race?

**Anglo African
American Hispanic Asian Other**

42. And do you have any children enrolled in HISD schools?

Yes No

Interviewer: record gender of respondent

Male Female

In case my supervisor wants to verify this call, could you please confirm your phone number and first name?

Your phone number is: _____
and your first name is: _____

Thank you very much for your cooperation.

**PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY
QUESTIONNAIRE**

(Telephone Interview)
Population n = 50

Introduction

Good evening. This is [First & Last Name] with Telesurveys Research Associates, an opinion research firm in Houston. I am calling for the State Comptroller's Office.

As you may know, the State Comptroller's Office is conducting a "Management and Performance Review" of the Houston Independent School District. As part of this review, we are conducting a survey of principals and assistant principals in HISD. Your responses to the survey will be treated with strict confidence and no names will ever be used in the report. There are no right or wrong answers. Your honest responses will ensure that campus personnel have accurate and unbiased input into the review process.

2. First, are you a principal or an assistant principal in HISD?

Principal	Continue
Assistant Principal	Continue
No	Terminate

2a. In what area district is your school?

3. What grade level (s) do you administer? Is it...(check all that apply)

Elementary School	Middle School	High School
------------------------------	--------------------------	------------------------

4. How many years have you been a principal or assistant principal in HISD, including this school year?

5. How many years have you been with the district in total, including this school year?

Now, I am going to read a list of different groups of employees in HISD. Please use the grades **A, B, C, D,** or **F** to indicate how well you think each group performs their job.

6. First of all, in general, what grade would you give the HISD school board members' knowledge of the educational needs of students in HISD? Would you give the board an **A, B, C, D,** or **F**?

A B C D F

7. In general, what grade would you give superintendent Dr. Rod Paige in his role as the instructional leader of your school?

A B C D F

8. And how would you grade the HISD superintendent, Dr. Rod Paige, in his role as the chief administrator of HISD?

A B C D F

9. In general, what grade would you give your management district-level administration in HISD?

A B C D F

10. In general, what grade would you assign to HISD teachers' attitudes about their jobs?

A B C D F

The next few questions deal with HISD relations with the community.

11. Using the grading system from above, what grade would you assign to parents' efforts in assisting with the education and learning process?

A B C D F

12. How would you rate the community involvement at your school?

A B C D F

The next few questions deal with specific programs and policies at HISD.

13. Using the grading system, how effective is the line of communication between your local school and the central administration?

A B C D F

14. Please rate how close a fit there is between what teachers teach in the classrooms and the standardized achievement test that your students are mandated to take.

A B C D F

15. Using the grading system, how effective do you think site-based decision making has been implemented in HISD?

A B C D F

16. And what grade would you assign to the extent to which the decentralized organizational structure (i.e., area districts) has improved educational service delivery at HISD?

A B C D F

17. What grade do you give to the district's use of programs for bilingual students?

A B C D F

The next few questions deal with supplies and materials that you use in your teaching. Again, please use the grading system like you did above.

18. First, how would you rate the availability of the supplies, materials, equipment and textbooks you need to support instruction at HISD?

A B C D F

19. And how would you grade the degree to which schools have the basic facilities (such as lab equipment and computers)? To educate students within the current or projected curriculum and educational standards?

A B C D F

20. What grade would you give the requisition process in obtaining needed materials?

A B C D F

21. How many follow-up calls to Purchasing and/or Accounts Payable are required to complete a typical requisition or purchase order?

0 1 or 2 3 to 5 6 to 8 9 or More

22. Finally, what grade would you give to HISD overall in terms of obtaining the needed supplies and the methods used?

A B C D F

23. How do you think this process could be improved?

24. Have you ever participated in a product review for the HISD Purchasing Department?

Yes

No

25. How aware are you of what your school, area district, and HISD as a whole are spending or planning to spend to deliver education? Would you say you are...

**Very
Aware**

**Somewhat
Aware**

**Not Very
Aware**

**Not at all
Aware**

26. And what role do you have in determining how funds are spent in the HISD district?

**I make my
school decisions**

**Relay needs
to others**

**Decisions made by
district support**

Other

**None or
Very Little**

27. What role do you play in developing budgets?

**Direct role
in budget**

**Collaborate with
teachers/staff**

**Passed up for
review**

**None or
Minor**

28. What role would you like to play in determining how funds are spent and in developing budgets? Would you prefer greater involvement, less involvement, or is your involvement in this process at a level you like?

**Greater
Involvement**

**Less
Involvement**

**At a Good
Level**

29. Using the grading system we discussed before, what grade would you give to the quality of work in the payroll department?

A

B

C

D

F

30. Please grade your level of satisfaction with the control you have over the financial resources that support your school, with a grade of A indicating a high level of satisfaction, and a grade of F indicating a low level of satisfaction.

A

B

C

D

F

31. Please grade your level of satisfaction with the authority you have to carry out your administrative responsibilities, again using the scale above.

A

B

C

D

F

The following questions will help us to determine how you spend your time in a typical day.

32. Please rank order the following on the basis of the amount of time you spend in each of the following areas, with a value of 1 meaning that you spend the least amount of time in that area; and a value of 5 meaning that you spend most of your time in that area. The areas are: office and office area; playgrounds or student social areas; halls; classrooms; and off-campus. Of those areas, where do you spend most of your time?

33. On average, how many times per month are you present in each classroom?

0 1 or 2 3 to 4 5 or More

Now I'd like to ask you a few questions concerning performance reviews of the staff of HISD schools.

34. Do you **strongly agree, agree, no opinion, disagree, or strongly disagree** that the teacher evaluations you conduct are helpful to teachers in improving their classroom instruction?

Strongly Agree Agree No Opinion Disagree Strongly Disagree

35. What ideas do you have for making the teacher evaluations more valuable to teachers in helping them improve their teaching?

36. And do you strongly agree, agree, no opinion, disagree, or strongly disagree that the evaluations of you by your supervisor help to improve your job performance?

Strongly Agree Agree No Opinion Disagree Strongly Disagree

37. What ideas do you have for making the principal evaluation more valuable to you in further improving your job performance?

38. Do you strongly agree, agree, no opinion, disagree, or strongly disagree that the staff development training provided to you by the district helps you to improve your job performance?

Strongly Agree Agree No Opinion Disagree Strongly Disagree

39. What ideas do you have for making staff development for administrators and administration staff more valuable?

40. Please tell me if you **strongly agree, agree, no opinion, disagree, or strongly disagree** that you seldom have trouble getting curriculum and instruction personnel from the central office in your school to help teachers?

Strongly Agree Agree No Opinion Disagree Strongly Disagree

41. Finally, please grade how well organized the district is in terms of facilitating performance and non-duplicative work efforts.

A B C D F

I would now like to discuss with you the use of computers and other technology at your school.

42. Using the grading system we used earlier, how would you rate the use of technology, including hardware, software, communications, and support, in your school?

A B C D F

43. And what grade would you give to the integration of computers with the regular education curriculum?

A B C D F

Now, I would like to discuss the use and management of HISD buildings and equipment.

44. Using the grading system from above, please grade the safety of your buildings and equipment.

A B C D F

45. How do you think the safety of the buildings and equipment can be improved?

46. Please grade the schools with regard to their cleanliness and maintenance.

Fifth Grade	Sixth Grade
Seventh Grade	Eighth Grade
Ninth Grade	Tenth Grade
Eleventh Grade	Twelfth Grade

4. What type(s) of program(s) do you teach? Is it...(check all that apply)

Regular Education
Bilingual/English Education
Career and Technology Education
Compensatory Education
Exceptional Education
Gifted and Talented Education
Everything
Other

5. How many years have you been with HISD in total, including this school year?

Now, I am going to read a list of different groups of employees in HISD. Please use the grades **A, B, C, D,** or **F** to indicate how well you think each group performs their jobs, with **A** being excellent and **F** being failing. At the end of the questionnaire, you will have the opportunity to express your personal feelings about anything covered here.

6. First of all, in general, what grade would you give the HISD school board members' knowledge of the educational needs of students in HISD? Would you give the board an **A, B, C, D,** or **F**?

A B C D F

7. What grade would you assign to your principal's work as the instructional leader of your school?

A B C D F

8. And what grade would you assign to your principal's work as the manager of the school staff and teachers?

A B C D F

The next few questions deal with HISD relations with the community.

9. Using the grading system from above, what grade would you assign to parents' efforts in assisting with the education and learning process?

A B C D F

10. Next, how would you rate district relationships with various groups in the community?

A B C D F

The next few questions deal with specific programs and policies at HISD.

11. Using the grading system we used above, how would you rate the degree to which the curriculum is fitted to the students at your school?

A B C D F

12. Please rate how close a fit there is between your district curriculum guides, the curriculum you actually teach in your classroom, and the curriculum you test, such as the TAAS test, with A being a very close fit and F being a very loose fit.

A B C D F

13. What grade would you assign to the assistance you receive in your classroom from the representatives of curriculum services from HISD or from the area district?

A B C D F

14. How effective do you think site-based decision making has been implemented in HISD, with A being very effective and F being very ineffective?

A B C D F

15. And what grade would you assign to the extent to which the decentralized organizational structure (i.e., area districts) has improved educational service delivery at HISD?

A B C D F

16. What grade do you give to the district's use of programs for bilingual students?

A B C D F

The next few questions deal with supplies and materials that you use in your teaching. Again, please use the grading system like you did above.

17. First, how would you grade the availability of the supplies, materials, equipment and textbooks you need to support instruction at HISD?

A B C D F

18. And how would you grade the degree to which schools have the basic facilities (such as lab equipment and computers) to educate students within the current or projected curriculum and educational standards?

A B C D F

19. What grade would you give the requisition process in obtaining needed materials?

A B C D F

20. How many times do you have to follow-up with the principal or school clerk on ordering supplies you have requested before those supplies are received?

0 1 to 2 3 to 5 6 to 8 9 or More

21. Finally, what grade would you give to HISD overall in terms of obtaining the needed supplies and the methods used?

A B C D F

21a. How do you think this process could be improved?

The next few questions deal with the financial management of HISD.

22. How aware are you of what your school, area district, and HISD as a whole are spending or planning to spend to deliver education? Would you say you are...

**Very
Aware** **Somewhat
Aware** **Not Very
Aware** **Not at all
Aware**

23. And what role do you have in determining how funds are spent in the HISD district?

24. What role do you play in developing budgets?

25. What role would you like to play in determining how funds are spent and in developing budgets? Would you prefer **greater involvement, less involvement,** or is **your involvement in this process at a level you like?**

**Greater
Involvement** **Less
Involvement** **At a Good
Level**

26. Now, using the grading system we have used before, what grade would you give to the quality of work in the payroll department?

A **B** **C** **D** **F**

The next questions deal with teacher relationships with administrators and students.

27. On average, how many times per month is the principal or assistant principal present in your classroom? Count visits of any length of time.

0 **1 or 2** **3 to 4** **5 or More**

28. What do you think is the ideal number of classroom visits for the principal or assistant principal to make in a month in order to give you constructive feedback on your teaching?

0 **1 or 2** **3 to 4** **5 or More**

29. Please rank order the following on the basis of the amount of time your principal spends in each of the following areas, with a value of 1 meaning that the principal spends the least amount of time in that area; and a value of 5 meaning that the principal spends most of his or her time in that area. The areas are: office and office area; playgrounds or student social areas; halls; classrooms; and off-campus. Of those areas, where does the principal spend most of his or her time?

30. Now I would like to ask you a few questions about the staff development program used in your school. Do you **strongly agree, agree,**

have **no opinion**, **disagree**, or **strongly disagree** that the staff development program used in your school has improved your classroom teaching and management?

Strongly Agree **Agree** **No Opinion** **Disagree** **Strongly Disagree**

31. What is the most important strength, if any, of the staff development program used in your school?

32. What is the most important weakness, if any, of the staff development program used in your school?

The following questions deal with your experiences with teaching. These questions are different from those before, in that we are not going to be using the grading system.

33. Which one of the following gives you the greatest satisfaction in your teaching? Is it...

Inspiring students
Collaborating with colleagues to improve your teaching
Helping a student, parent or teacher through problems
Getting through the day without any significant problems

34. Overall, how much enjoyment would you say you experience in teaching? Would you say...

A very high level of enjoyment
A somewhat high level of enjoyment
A moderate or average level of enjoyment
A somewhat low level of enjoyment
A very low level of enjoyment

35. Overall, how productive do you feel in your teaching? Would you say...

Very productive
Somewhat productive
Average in your productivity compared with other teachers
Somewhat unproductive
Very unproductive

36. Finally, how well do you think you work with the other teachers and administrators at your school? Would you say that you work...

Very well as a team

Somewhat well as a team

About average as a team compared with other work groups

Not very well as a team

Not at all well as a team

37. Which of the following do you feel is your most important source of feedback in improving your teaching? Is it from...

Students Administrators Other teachers Parents All of the above

38. And on average, how often do you receive feedback from this source in a week? Is it...

Less than once per week Once per week Every other day Everyday Several times per day

39. Now I'd like to ask you about the teacher evaluation program used in your school. Do you strongly agree, agree, have no opinion, disagree, or strongly disagree that the teacher evaluation program used in your school has improved your classroom teaching and management?

Strongly Agree Agree No Opinion Disagree Strongly Disagree

40. What is the most important strength of the teacher evaluation program used in your school?

41. What is the most important weakness of the teacher evaluation program used in your school?

42. What do you consider to be the most important factor outside of your control that negatively affects your ability to deliver effective teaching?

I would now like to discuss with you the use of computers and other technology at your school.

43. Using the grading system we used earlier, how would you rate the use of technology, including hardware, software, communications, and support, in your school?

Yes

No

53. In what one or two ways do you think that the operational efficiency of HISD could be improved?

Demographic Information

D1. Finally, I have just a few more background questions to ask you. First, what is your race?

**Anglo African
American Hispanic Asian Other**

D2. And do you have any children enrolled in HISD schools?

Yes

No

D3. Finally, do you have any other comments you would like to make?

Interviewer: record gender of respondent

Male

Female

In case my supervisor wants to verify this call, could you please confirm your phone number and first name?

Your phone number is: _____
and your first name is: _____

Thank you very much for your cooperation.

Appendix C: Public Input Survey Results

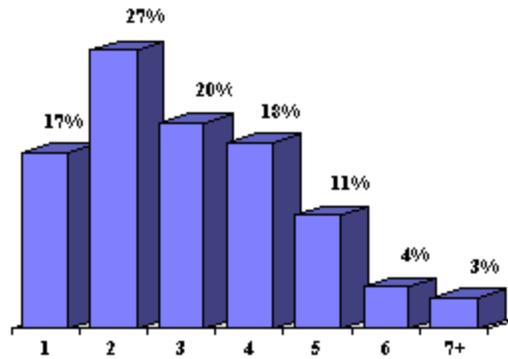
(Telephone Interview)
Population n = 1,200

Demographics

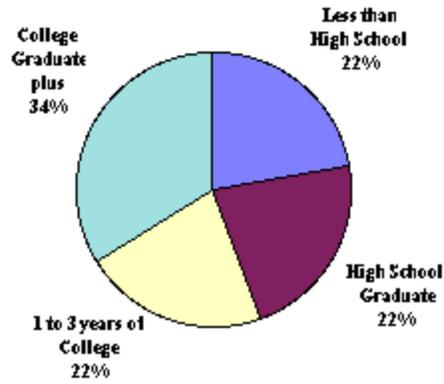
How long have you lived in Houston?



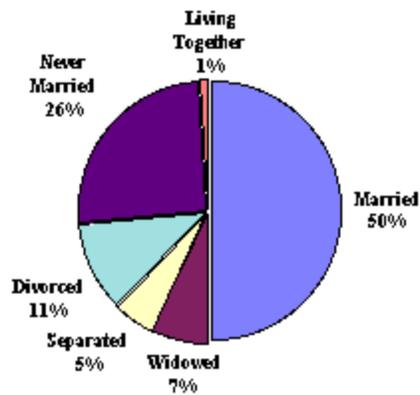
How many people live in your household?



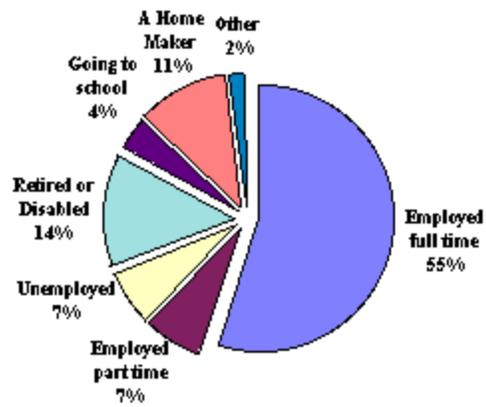
What is the highest level of formal education you have completed?



Are you:

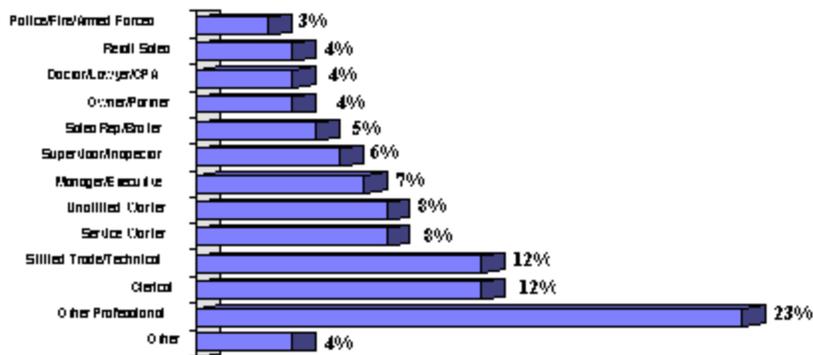


Are you currently:



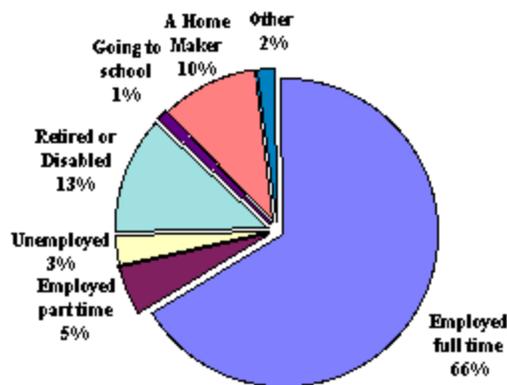
If Employed, ask:

What kind of work do you do? That is, what is your job title?



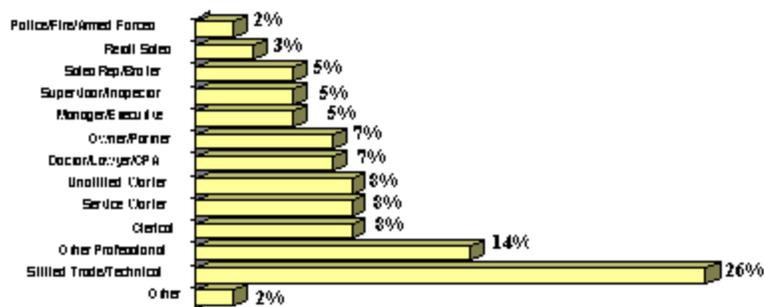
If Married, ask:

Is your spouse currently:

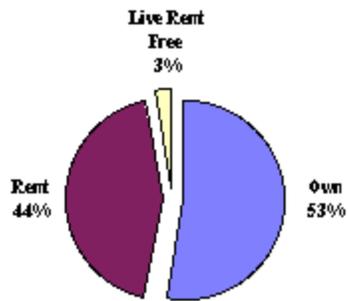


If Employed, ask:

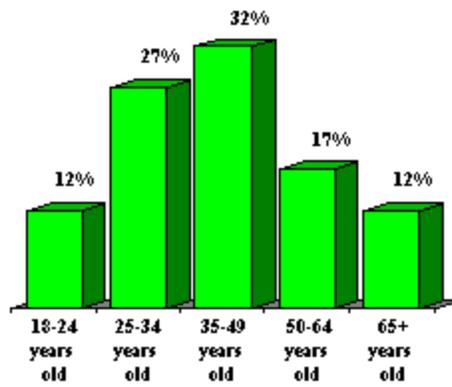
What kind of work does he/she do? That is, what is his/her job title?



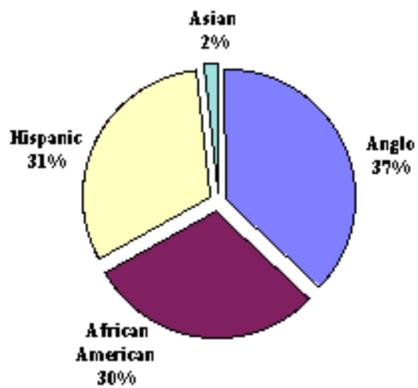
Do you:



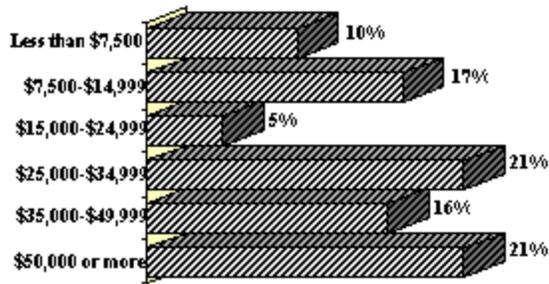
In what group does your age fall? Are you:



Do you consider yourself:



What was your total annual household income for 1994 from all sources, before taxes.



Gender of respondent:



Responses

2. What would you say is the most serious problem facing people in the Houston area today?

Crime/gangs	68%	City Services	1%
Public Schools	8%	Other social issues	1%
The economy	8%	Immigration	1%
Traffic	2%	Other	12%

3. In your opinion, would you rate the quality of public education in HISD schools as:

Excellent	Good	Fair	Poor
8%	31%	39%	22%

4. Over the past three years, would you say the quality of public education in HISD has:

Improved Gotten Worse Stayed the Same

36% 23% 41%

4a. Why do you think that?

<i>Improved</i>		<i>Gotten Worse/Stayed the Same</i>	
In general things are good	12%	Unspecified negative	13%
The district is providing a more focused education and has better teachers and public schools	11%	Things are still the same	13%
Has instituted more classes, schools, programs, and extended class time	4%	Students are not learning, but are passing; poor curriculum	12%
Increased security/less violence	3%	Schools are unsafe because of crime, drugs, and violence	8%
Updated equipment and technology	2%	Not enough funding and current funds are mismanaged	4%
		Need more quality teachers and staff	3%
		Do not care about the children or their education	3%
		High drop out rate and skipping school	2%
		Poor parental involvement	2%
		Other	8%

5. Do you have any school age children living in your home?

Yes No
36% 64%

If Yes, ask:

Are they enrolled in HISD schools or private schools?

HISD	86%
Private	11%
Both	1%
Other (specify)	2%

If HISD or Both, ask:

Do you have children enrolled in a HISD:

	Yes	No
Elementary school	17%	15%
Middle school	13%	18%
High school	14%	17%

For each Yes in the above, ask:

How would you rate the quality of education your child receives through a HISD elementary/middle/high school? Would you say it is:

	Elementary	Middle	High
Excellent	31%	41%	32%
Good	42%	30%	30%
Fair	20%	21%	27%
Poor	7%	8%	11%

6. How much would you say you know about programs and services provided by HISD?

A Lot	A Little	Nothing
18%	60%	22%

7. Based on what you know or have heard, do you **strongly agree, agree, no opinion, disagree, or strongly disagree** for each of the following statements about HISD:

a. Schools in HISD are safe and secure.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
7%	29%	7%	29%	28%

b. HISD elementary schools effectively handle problems of misbehavior.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
16%	34%	15%	18%	17%

c. HISD secondary schools effectively handle problems of misbehavior.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
13%	29%	15%	19%	24%

d. Schools in HISD have sufficient space and facilities to support the instructional programs.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
17%	30%	11%	21%	21%

e. Schools in HISD are good places to learn.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
25%	40%	7%	15%	13%

f. Schools in this district have the materials and supplies necessary for instruction in basic skills programs.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
22%	37%	11%	17%	13%

g. HISD teachers care about students' needs.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
25%	43%	10%	12%	10%

h. Houston parents are given opportunities to play an active role in public schools.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
42%	38%	8%	8%	4%

i. Houston parents are satisfied with the education their children are getting.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
13%	28%	10%	25%	24%

j. Houston parents feel welcome when they visit a school.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
38%	37%	13%	7%	5%

k. Houston parents participate in school activities and organizations.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
14%	41%	13%	19%	13%

l. District residents take an active part in the education of children in the community.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
13%	37%	12%	21%	17%

m. The superintendent and staff work to involve the community in school activities.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
23%	41%	11%	13%	12%

n. The school principals work to involve the community in school activities.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
25%	40%	12%	12%	11%

o. The community is proud of public school education in HISD.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
17%	34%	8%	23%	18%

p. HISD students graduate with the skills they need to prepare them for the future.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
14%	30%	8%	22%	26%

q. The local business community in Houston does a lot to support HISD programs.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
17%	40%	13%	17%	13%

r. HISD does a good job of meeting the educational needs of a diverse student population.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
16%	41%	11%	16%	16%

8. What about bilingual education programs in HISD schools? Based on what you know or have heard, would you say that HISD does an:

Excellent	Good	Fair	Poor
15%	36%	32%	17%

If Fair or Poor, ask:

Why do you think that?

Programs need improvement	20%
The district needs more bilingual programs	16%
Opposed to bilingual teaching; the students need to learn English	14%
The district needs more bilingual teachers	9%
Problems with the students and the community	7%
Poor instruction is the reason students are not learning	4%

Too much money and time is spent on bilingual education	3%
Something I heard or read	12%
Other	15%

9. What about the district's Project Renewal Program, it's long-range facilities plan, for improving district facilities? Would you rate it:

Excellent	Good	Fair	Poor	Never Heard of Program
13%	30%	20%	5%	32%

10. Recently, the district was broken up into 12 sub-districts. How would you rate that effort?

Excellent	Good	Fair	Poor
17%	44%	28%	11%

11. Based on everything you have seen, heard or read about the district, would you say HISD is operated:

Very Efficient	Efficient	Not Very Efficient	Inefficient
13%	59%	19%	9%

If Not Very or Inefficient, ask:

Why do you think that?

General problems; the district is not operating effectively	28%
Mismanagement and wasting funds	17%
The board and superintendent fight too much; poor administration	17%
Curriculum is ineffective. Students are not receiving a quality education	14%
Uncaring teachers	5%
Poor discipline, high crime rate	4%
From what I have seen or heard	4%
Other	11%

12. What about the level of property taxes in HISD? Would you say that HISD property taxes are **too high**, **about right**, or **too low** to fund public education in the district?

Too High	About Right	Too Low
37%	52%	11%

13. If you could make *one change* in HISD programs, activities or administration to improve education, what would it be?

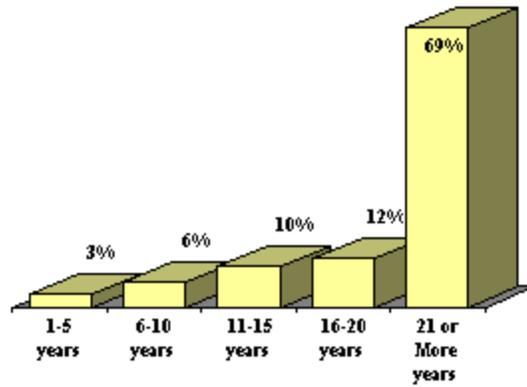
Improve the curriculum, more advanced classes, and prepare more for TAAS	13%
General improvement; not specific	12%
More quality teachers	11%
Improved discipline policies and procedures	9%
Increased parental and community involvement	9%
New board and administration	6%
Better security	5%
Develop a deeper interest in the students and their education; put students first	4%
More extracurricular programs and activities	4%
More up-to-date equipment and computers	3%
More recognition for teachers and pay raises	3%
Reduce the student/teacher ratio and overcrowding in schools	3%
Increase funding; raise taxes	3%
Request more teacher input	3%
Other	12%

Appendix D: Community Leader Survey Results

(Telephone Interview)
Population n = 251

Demographics

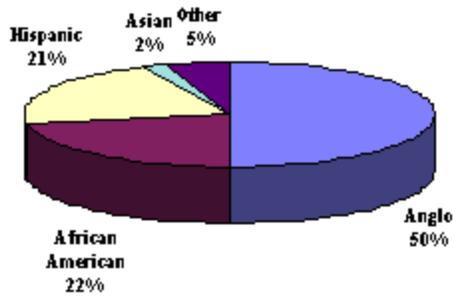
How long have you lived in Houston?



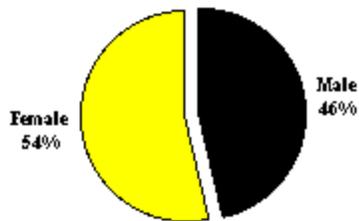
Do you have any children currently attending an HISD school?



Ethnic breakdown:



Gender of respondent:



Responses

1. With those objectives in mind, what are the major issues facing HISD today and in the near future (i.e., what major concerns do you have about HISD)?

Improvement of students basic skills and reduce the drop out rate	14%
Providing quality education	12%
Improve management strategies and reduce some of the bureaucracy	12%
Improve education through operating efficiency	10%
Increased parental involvement for problems such as delinquency	10%
Improve current teachers' skills and hire teachers with better skills	9%
Eliminate overcrowding	6%
Increase teacher salaries and authority in the classroom	6%
Upgrade school facilities	5%
Improve race relations and district bilingual programs	4%
Increase decision-making power at the local levels	3%

Saving money; taxes are too high	2%
Other	2%
None	5%

2. What are the key issues that you feel are most important for us to address in the HISD performance review?

Improve management strategies and reduce some of the bureaucracy	17%
Improvement of students' basic skills and reduce the drop out rate	15%
Providing quality education	13%
Improve current teachers' skills and hire teachers with better skills	10%
Develop more accurate ways of testing students	10%
Increase teacher salaries and authority in the classroom	8%
Reevaluate the current method(s) of evaluating teacher performance	6%
Reevaluate the method(s) of evaluating management/administrators	5%
Increase decision making power at the local levels	4%
Increased parental involvement for problems such as delinquency	3%
Saving money; taxes are too high	3%
Improve race relations and district bilingual programs	2%
Upgrade school facilities	2%
Eliminate overcrowding	1%
Other	1%

3. In your opinion, how would you rate the quality of education provided by HISD? Would you say that HISD provides **excellent, good, fair** or **poor** education?

Excellent	Good	Fair	Poor
9%	27%	45%	19%

3a. Why do you think that?

<i>Excellent/Good</i>		<i>Fair/Poor</i>
Generally favorable	21%	Students are not being educated 23%

comments

Good students and teachers	3%	Generally unfavorable comments	19%
		Poor parental involvement	7%
		Teachers are not teaching	5%
		Too much bureaucracy	4%
		Schools are not treated equally; minority schools are discriminated against	3%
		High drop out rate	3%
		Students don't want to learn	3%
		Principals and teachers need more control	1%
		Other	8%

4. Over the past three years, would you say that the quality of education provided by HISD has **improved, gotten worse** or **stayed the same** ?

Improved	Gotten Worse	Stayed the Same
45%	14%	41%

4a. Why do you say that?

<i>Improved</i>		<i>Gotten Worse/Stayed the Same</i>	
Generally favorable comments	17%	Generally unfavorable comments	29%
Students are doing better; test scores are up	12%	Students are not being educated; no improvement in test scores	10%
HISD administration is doing a better job	11%	High student delinquency and gang participation	5%
Teachers are doing a better job	5%	Poor parental involvement	3%
The drop out rate is declining	1%	Teachers are not qualified	1%
		High drop out rate	1%

**Qualified employees are leaving
for better school systems** **1%**

Other **4%**

5. In your opinion, do children educated in HISD have the basic skills necessary to pursue an entry level positions in your business or industry?

Yes No
40% 60%

5a. What basic skills do they lack?

Reading and writing	39%
Basic math/calculating skills	26%
Social communicating skills	9%
General skills	8%
College education	6%
Lack of concentration	2%
Other	10%

6. Now I would like to ask some questions about the HISD Board of Trustees and top administrators. Overall, would you rate the performance of the current HISD Board of Trustees as **excellent, good, fair** or **poor**?

Excellent Good Fair Poor
9% 43% 32% 16%

6a. Why do you say that?

<i>Excellent/Good</i>		<i>Fair/Poor</i>	
Performance standards are good; leaders are responsible	18%	Performance is not up to standards; no improvement	15%
Generally favorable comments	12%	Generally unfavorable comments	13%
Educational standards are improving	6%	Educational standards are declining or staying the same	7%

District is responsive to the community/voters and parents	3%	Poor management of funds	6%
Funds are managed properly; we are getting our money's worth	2%	Too much politics being played	6%
		District is not responsive to the community/voters and parents	5%
		Other	7%

7. And, how would you rate the overall performance of Superintendent Dr. Rod Paige and other top administrators at HISD? Would you rate their performance as **excellent, good, fair** or **poor**?

Excellent	Good	Fair	Poor
20%	45%	24%	11%

7a. Why do you say that?

<i>Excellent/Good</i>		<i>Fair/Poor</i>	
Generally favorable comments	24%	Generally unfavorable comments	12%
District is aggressive in making changes and is trying hard	24%	The bureaucracy is the same or getting worse	7%
Works well with administrative staff and teachers	5%	Change is slow or nonexistent; he is not trying hard enough	6%
He has reduced the bureaucracy	1%	He has problems with administrative staff and teachers	4%
		Does not have enough authority to make most changes	2%
		Other	15%

8. Do you feel that the Board of Trustees and top administrators share the same vision for the education process in HISD?

Same Vision Different Vision

59% 41%

9. Do you feel that the Board of Trustees and top administrators are doing an **excellent, good, fair** or **poor** job of implementing site-based decision-making practices?

Excellent Good Fair Poor

7% 34% 41% 18%

9a. Why do you think that?

<i>Excellent/Good</i>		<i>Fair/Poor</i>	
Generally favorable comments	16%	Generally unfavorable comments	23%
Parents and the community have more input	6%	Progress is too slow; changes are uneven among schools	8%
Education has improved; progress is being made	4%	Administration really does not want site-based management implemented	6%
Principals and staff have more authority	1%	Site-based accountability is required with responsibility	6%
		Poor communication with parents, community and staff	5%
		Schools are doing a poor job	2%
		Little to no change in problems with the district	2%
		Other	7%
		Non responsive comments	14%

10. Now I would like to ask a few questions about HISD schools themselves. First, do you feel that HISD schools have sufficient space and facilities to support quality instructional programs?

Yes No
35% 65%

10a. How are HISD school facilities lacking?

Schools are overcrowded; need larger classrooms in existing facilities	36%
Renovations and repairs are necessary	11%
More computers and updated technology are needed	11%
Improve and increase maintenance	7%
Too many temporary buildings	6%
New schools are needed	6%
More and better quality supplies and materials are needed	5%
Some schools lack basic facilities	4%
Resources are not distributed equally among the schools	3%
Schools are unsafe	2%
Other	2%
Non responsive comments	7%

11. Do you feel that HISD schools have the materials and supplies necessary for instruction in basic skills?

Yes	No
57%	43%

11a. What additional materials or supplies are needed?

More computer hardware and software	34%
More up-to-date textbooks and workbooks	24%
Teaching tools, classroom supplies	16%
Updated lab and audio visual equipment	8%
Distribute supplies and materials equally	1%
Other	4%
Non responsive comments	13%

12. To your knowledge, is HISD's system of business partnerships with individual schools an effective means of engaging the business and professional communities in the education process?

Yes	No
88%	12%

12a. **If Not, ask:**

Why not?

Schools are doing a poor job of involving/responding to businesses	30%
Businesses are not sufficiently involved	17%
Students reject business involvement	4%
Non-responsive comments	49%

13. Would you prefer to see the system of business partnerships expanded, or would you prefer a different system for engaging the business and professional communities?

Expand	Change
93%	7%

13a. In your opinion, what is the best way to expand the system of business partnerships?

Concentrate on recruitment of more business partnerships	30%
More involvement of management and executives	14%
Give businesses more meaningful roles	11%
Involve business in innovative and experimental programs	8%
Devote additional staff and resources to existing programs	8%
Be more responsive to business work force needs; provide work-study programs	8%
Provide coordination, standardize goals and initiatives at the administrative and district level	6%
Provide tax incentives	3%
Give each school the responsibility for their business partnerships	1%
Other	8%
Non responsive comments	3%

13b. What kind of system would you prefer to engage the business and professional communities in the education process?

Subdivide the district using San Antonio as an example.

Privatization of schools.

Bid out each school to be run by a business on a yearly basis until there is a clear picture of whether or not businesses can run our schools more effectively. Most educators do not want strong business involvement.

14. If you could do *one thing* to improve the efficiency and effectiveness of HISD, what would it be?

Increase qualifications for principals and teachers	10%
Decentralize; return decision-making to principals and teachers	10%
Increase parental and community involvement in education	9%
Expand and/or renovate school facilities	7%
Reduce administrative staff, middle management and the central bureaucracy	7%
Institute teacher pay raises and a performance-based salary structure	6%
More discipline and control of disruptive students	5%
Institute year-round school, extended hours, increased instruction time, etc.	5%
Develop a more accurate way to evaluate principal and teacher performance	4%
Reduce student to teacher ratio	4%
Install more computers in the classrooms	3%
Emphasize core/basic curriculum (i.e., reading, writing, and math)	3%
Increase business leaders' and elected official involvement in education	3%
Increase involvement with and focus more on students	3%
Reduce administrative paperwork	2%
Other	18%
Non responsive comments	1%

15. Do you have any comments on issues and opportunities for change that I haven't asked about? Are there other issues you feel we should explore as we conduct the HISD performance review?

More communication between the district and the community. The district should seek more input from the community, work on improving student/teacher relations, and bring prayer back in schools.

Develop a process that would bring about effective communication among students, parents, teachers, and administrators.

Decentralize the schools and allow them to meet the needs of the communities they serve.

Place more responsibility on parents for their children's behavior.

Place teachers on a performance-based system that would allow the dismissal of those teachers that are not performing.

The state legislature should give more power and control to teachers. Teachers must teach the students how to pass the TAAS test, which seriously compromises the validity of the test.

Capable students should not be held back because of less capable students.

The hiring of bilingual teachers that are not qualified to teach English should be addressed. The Food Service and Transportation departments should be privatized.

Better inform the public about challenges and issues in public education. Inform public officials of what is going on in the schools and stop making education the scapegoat for a number of society's issues.

Include moral instruction as part of the curriculum in the schools. Students should be taught how to be law abiding citizens with the knowledge that there are consequences for their actions.

The district should be able to update textbooks with current information on a more regular basis.

All schools should adopt a uniform dress code to minimize competition and ridicule by peers. Solicit recommendations from the students on how to improve their school. Prepare those students who are not going to college to enter the work force.

Do not pass students that are not academically prepared to go on to the next level. Restructure the current system so that students have the necessary skills to advance.

Students at the middle school level should receive extra attention because we seem to be losing them at this level more than any other.

Provide sensitivity training for teachers and staff.

Facilities have outlived their usefulness, especially in the inner city area.

Develop a program that would bring welfare parents into the schools to increase their education/skills and volunteer their help with students.

More after-school social programs.

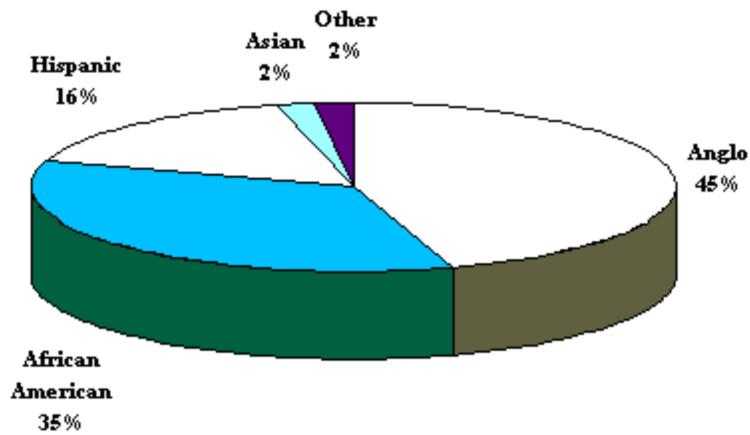
There is a significant discrepancy in the services minorities are receiving versus the Anglo population. A factor that is as important as race in education is economics.

Appendix E: Central and District Administrator Survey Results

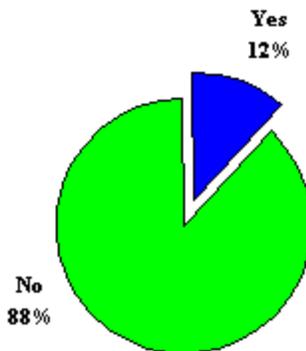
(Telephone Interview)
Population n = 52

Demographic Information

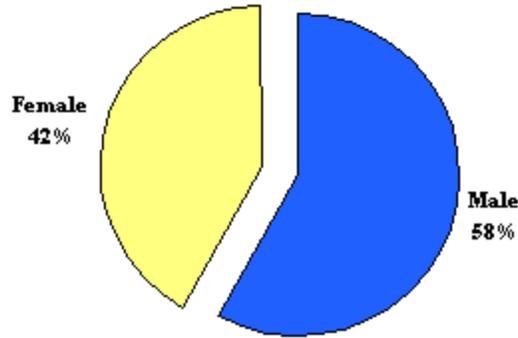
Ethnic breakdown:



Do you have any children enrolled in HISD schools?



Gender of respondent:



2. First, how many years have you been an HISD administrator, including this school year?

1 to 5 years	6 to 10 years	11 to 15 years	16 to 20 years	21 or More years
33%	24%	16%	17%	10%

3. How many years have you been with HISD in total, including this school year?

1 to 5 years	6 to 10 years	11 to 15 years	16 to 20 years	21 or More years
8%	23%	15%	18%	36%

4. What grade level(s) do you administer (check all that apply)?

Elementary School	Middle School	High School	N/A
52%	10%	10%	28%

5. Are you assigned to central administration, or to one of the regional area districts?

Central	District	N/A
89%	8%	3%

6. Are you in the Richmond office, the Wesleyan office, or the McCarty office?

Richmond	Wesleyan	McCarty	N/A
42%	6%	29%	23%

7. In which area district do you work?

Northeast District	33%
South District	17%
Northwest District	17%
Southeast District	17%
N/A	16%

8. What is your official position title?

Supervisor/Manager	31%
Assistant Superintendent/Director	17%
Program Coordinator	15%
Instructor/Specialist	14%
Dean of Instruction	4%
Other	19%

Now, I am going to read a list of different groups of employees in HISD. Please use the grades **A, B, C, D,** or **F** to indicate how well you think each group performs their job.

9. First of all, in general, what grade would you give the HISD school board members' knowledge of the educational needs of students in HISD? Would you give the board an **A, B, C, D,** or **F**?

A	B	C	D	F
28%	54%	16%	2%	-

10. In general, what grade would you give superintendent Dr. Rod Paige in his role as the instructional leader of your school?

A	B	C	D	F
60%	26%	10%	2%	2%

11. And how would you grade the HISD superintendent, Dr. Rod Paige, in his role as the chief administrator of HISD?

A	B	C	D	F
53%	33%	8%	4%	2%

12. In general, what grade would you give to the extent to which central administrative staff is supportive and actively involved on HISD campuses?

A	B	C	D	F
27%	49%	12%	10%	2%

13. In general, what grade would you give regional area district-level administration in HISD?

A	B	C	D	F
16%	61%	18%	5%	-

14. In general, what grade would you assign to HISD teachers' attitudes about their jobs?

A	B	C	D	F
9%	62%	29%	-	-

15. Using the grading system, how effective do you think site-based decision-making has been implemented in HISD?

A	B	C	D	F
14%	38%	32%	8%	8%

16. And what grade would you assign to the extent to which the decentralized organizational structure (i.e., area districts) has improved educational service delivery and operations at HISD?

A	B	C	D	F
10%	45%	31%	10%	4%

17. What grade do you give to the district's use of programs for bilingual students?

A	B	C	D	F
16%	51%	22%	8%	3%

The next few questions deal with the financial management of HISD.

18. What grade would you assign to the efficiency of the budgeting process?

A	B	C	D	F
10%	52%	30%	6%	2%

19. What role do you have in determining how funds are spent in the HISD district?

I make my own program	Relay my needs to others	None or Very Little
30%	35%	35%

20. What role do you play in developing budgets?

Direct role in budget	Collaborative role	None or Minor
39%	28%	33%

21. Using the grading system above, please grade your level of satisfaction with the input you have in determining spending priorities for your administrative function.

A	B	C	D	F
30%	40%	22%	2%	6%

22. Please grade your level of satisfaction with the input you have in developing budgets for your administrative area.

A	B	C	D	F
30%	33%	26%	4%	7%

23. What grade would you assign to the accuracy, consistency and timeliness of information you receive from the Accounting and Finance departments?

A	B	C	D	F
10%	52%	30%	6%	2%

24. What suggestions do you have for improving the efficiency and effectiveness of financial management at HISD?

On-line computer access to show how much money is in our accounts daily.

Give principals at each school more decision-making power on how to best use their budgeted funds.

Use site-based decision-making to allow principals to assign and delegate responsibilities.

Now I would like to ask a few questions about the overall organization and management at HISD.

25. First, using the grading system above, what grade would you assign to HISD in terms of being organized in a manner that facilitates performance and does not duplicate work efforts?

A	B	C	D	F
6%	46%	28%	16%	4%

26. The next few questions are about organization and management at the *regional area district level*. First, using the grading system above, what grade would you assign to receiving the information you need to administer your district and the vertical teams in a timely manner?

A	B	C	D	F
10%	62%	20%	8%	-

27. What grade would you assign to your level of satisfaction with the authority you have to effectively carry out your administrative responsibilities?

A	B	C	D	F
27%	55%	16%	2%	-

28. And what grade would you give to how involved community organizations (such as the downtown business community and various civic leaders) have been in affecting the direction of HISD?

A	B	C	D	F
32%	40%	21%	4%	3%

29. Overall, what grade do you assign to HISD's current organizational and management structure?

A	B	C	D	F
----------	----------	----------	----------	----------

12% 52% 28% 8% -

29a. What would you recommend to improve HISD's organizational and management structure?

Upper management should solicit and consider input more often from lower level employees.

Too many layers of bureaucracy. Campus and student needs are lost in the process of going from one administrator to the other.

The district has too many bosses and are asking too much of a few employees. We do not have enough personnel to do the jobs asked of us.

District operations are not taken care of because of poor organization and inept employees. Hire employees that are well organized and capable of completing a task correctly, and remove those that cannot.

30. Now I am going to ask a few questions about the personnel management function at HISD. First, using the grading system above, how efficient is the current job posting and hiring process when it comes to meeting your staffing needs?

A	B	C	D	F
16%	37%	31%	8%	8%

31. And what grade would you assign to how efficient the HISD's follow-up processes are to deal with issues of dismissal, discipline and communication?

A	B	C	D	F
8%	33%	46%	8%	5%

32. What grade would you assign to how well current procedures identify staff training needs, develop materials and deliver programs which meet training needs?

A	B	C	D	F
10%	39%	39%	12%	-

33. What grade would you assign to the effectiveness of current processes for personnel evaluation and assessment of success?

A	B	C	D	F
6%	47%	33%	8%	6%

34. Overall, what grade would you give to HISD employee's job satisfaction and morale or motivation to work?

A	B	C	D	F
4%	40%	42%	12%	2%

35. And overall, what grade would you assign to the effectiveness of HISD's current personnel management policies and procedures?

A	B	C	D	F
6%	59%	27%	6%	2%

35a. What would you recommend to improve personnel policies and procedures?

The district should adopt and adhere to a personnel plan.

HISD needs efficient employees in the personnel department. Too often paperwork/applications are lost in the personnel department.

Personnel needs to develop a better procedure for answering the phone, be more diligent about returning messages, and follow-up, in a timely manner, with services requested.

36. Now I would like to ask some questions about the management information systems function and instructional technology. First, using the grading system above, how would you rate the effectiveness of HISD's current technology to support your administrative functions?

A	B	C	D	F
12%	43%	33%	10%	2%

37. And what grade do you give to how well current technology supports instruction at HISD?

A	B	C	D	F
16%	43%	31%	10%	-

37a. What suggestions do you have to improve technology to support either administrative functions or instruction?

Technical equipment in both areas should be purchased and used in accordance with established procedures.

Update the computer systems.

There should be at least one up-to-date, fully equipped computer on-line in every classroom.

38. What comments do you have regarding the overall efficiency and effectiveness of the HISD?

Things are O.K., the district has good programs.	40%
Better communication is needed.	12%
Improve test scores and standards of education.	8%
HISD needs more efficient and qualified employees.	6%
Reduce duplicative programs.	4%
Upgrade programs and technology.	4%
Diversity is working.	2%
Increase salaries.	2%
HISD needs more money.	2%
Other	8%
None/Nothing	12%

A lot of things are going in the right direction. I see the light at the end of the tunnel.

It appears as though the current superintendent is aware of the district's diversity, and he has developed strategies to meet the various population needs.

The district has worked very diligently with the community in providing a good curriculum. They are developing programs to meet the needs of students on a daily basis.

Because we are a large urban district, communication needs improvement. We also need clarification regarding what needs to be done under site-based management.

I think they have gotten strong in community involvement. The vertical teams are becoming more cohesive, which makes a better working environment.

There is still a lot of work to be done. Many jobs are duplicated. The district is progressing toward bringing technology to the forefront.

HISD has tremendous strength along with some excellent programs. However, it is not organized as effectively as it should be. The central office is constantly in the air about when reorganization will take place, and what it will look like afterwards. There needs to be far more emphasis on curriculum. Curriculum is the heart of the school system. Also, more attention should be place on hiring quality teachers and staff to provide quality instruction to the students.

My biggest concern is site-based management and how effective or ineffective it is. A lot of functions that have been decentralized would be better if they were not decentralized. Such as budget for purchasing hardware and the hiring process. Some districts are hiring people for their own internal difficulties. They don't understand why qualified people are interviewed and not hired.

39. Can you recommend any cost savings or other efficiencies to improve the efficiency and effectiveness of the functional areas under review?

People are working more and harder and are held accountable.	10%
Eliminate some of the duplication of activities.	10%
Update and expand technology.	10%
Administrators, teachers, and staff need better training.	8%
The schools need more counselors.	4%
Some district departments should be privatized.	4%
Communication in the district needs improvement.	4%
Need more staff.	2%
Other	13%
No	35%

Each school should have at least one diagnostician. Currently, I serve three schools and I am overwhelmed with the workload. This causes a failure to meet federal and state guidelines.

There should be a reduction of paperwork that duplicates efforts. Different departments ask for the same information, only submitted in different forms. Too many meetings are held to discuss issues that could be resolved either at the campus level through the district superintendent or school operations. Also the length of meetings

should be limited so that all activity which impacts student learning could be addressed by the same employees.

Administrators who switch from one department to another need job training.

Site-based purchasing procedures would allow the district to take advantage of discounts and incentives.

HISD is top heavy in administration, we need more workers and less administration.

Streamline the requisition process by eliminating the duplication of paper. Move from paper copies to electronic mail. Look into hiring a business manager to manage the operation of schools.

The maintenance department needs more incentive for the maintenance workers to do their jobs.

The budgeting, accounting and purchasing departments should use the same software and database.

40. What other concerns or general comments would you like to share with us about concerns we have not asked about or areas we need to explore as we conduct the review?

Administrators, teachers, and staff need better training.	10%
Need more staff.	4%
People are working more and harder and are held accountable.	2%
More parental involvement.	2%
Update and expand technology.	2%
Better pay.	2%
Some district departments should be privatized.	2%
Communication in the district needs improvement.	2%
Other	26%
No	48%

Our primary needs are staff development, particularly for the teachers.

We need to get parents more involved in the schools. They are just as essential to the success of the students as we are.

Employees with seniority seem to make less and less, while new employees to the district are making more than employees with seniority.

I would like to see more sensitivity training for all staff to help boost employee morale and enhance student learning. Because the district is so diverse and large, HISD should focus more on community relations.

Worn-out HISD vehicles should be replaced.

Implement more trade education or send students to school to better learn their trade.

Not enough emphasis on bilingual education. It is difficult to teach the students English and at the same time educate the children that already know English.

Contractors should be held accountable for their mistakes.

A main concern is the district's lack of emphasis on curriculum. Just as much emphasis should be placed on gifted and talented program as is placed on special education and bilingual education.

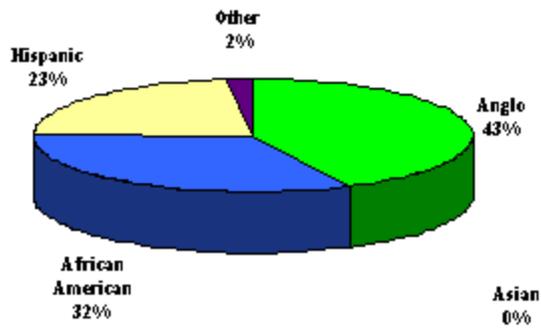
When the district does good things it does not get publicized as much as when the district does things badly. HISD needs a better public relations department. So much emphasis is placed on testing that the public should be informed as to why students perform poorly on tests.

Appendix F: Principal and Assistant Principal Survey Results

(Telephone Interview)
Population n = 50

Demographic Information

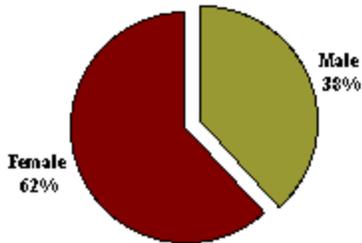
Ethnic breakdown:



Do you have any children enrolled in HISD schools?



Gender of respondent:



Responses

2a. In what area district is your school?

East District	18%	West District	8%
Southwest District	12%	Central District	8%
Northeast District	12%	Alternative District	4%
North Central District	12%	South District	4%
South Central District	10%	Northwest District	2%
North District	10%	Southeast District	-

3. What grade level(s) do you administer? Is it...(check all that apply)

Elementary School	Middle School	High School
58%	30%	12%

4. How many years have you been a principal or assistant principal in HISD, including this school year?

1 to 5 years	6 to 10 years	11 to 15 years	16 to 20 years	21 or More years
32%	28%	8%	14%	18%

5. How many years have you been with the district in total, including this school year?

1 to 5 years	6 to 10 years	11 to 15 years	16 to 20 years	21 or More years
2%	10%	10%	24%	54%

Now, I am going to read a list of different groups of employees in HISD. Please use the grades **A, B, C, D,** or **F** to indicate how well you think each group performs their job.

6. First of all, in general, what grade would you give the HISD school board members' knowledge of the educational needs of students in HISD? Would you give the board an **A, B, C, D,** or **F**?

A	B	C	D	F
34%	48%	18%	-	-

7. In general, what grade would you give superintendent Dr. Rod Paige in his role as the instructional leader of your school?

A	B	C	D	F
64%	22%	12%	2%	-

8. And how would you grade the HISD superintendent, Dr. Rod Paige, in his role as the chief administrator of HISD?

A	B	C	D	F
70%	18%	12%	-	-

9. In general, what grade would you give your management district-level administration in HISD?

A	B	C	D	F
48%	38%	14%	-	-

10. In general, what grade would you assign to HISD teachers' attitudes about their jobs?

A	B	C	D	F
12%	56%	24%	8%	-

The next few questions deal with HISD relations with the community.

11. Using the grading system from above, what grade would you assign to parents' efforts in assisting with the education and learning process?

A	B	C	D	F
10%	28%	38%	24%	-

12. How would you rate the community involvement at your school?

A	B	C	D	F
26%	26%	26%	20%	2%

The next few questions deal with specific programs and policies at HISD.

13. Using the grading system, how effective is the line of communication between your local school and the central administration?

A	B	C	D	F
31%	45%	16%	8%	-

14. Please rate how close a fit there is between what teachers teach in the classrooms and the standardized achievement test that your students are mandated to take.

A	B	C	D	F
26%	48%	24%	2%	-

15. Using the grading system, how effective do you think site-based decision making has been implemented in HISD?

A	B	C	D	F
12%	58%	28%	-	2%

16. And what grade would you assign to the extent to which the decentralized organizational structure (i.e., area districts) has improved educational service delivery at HISD?

A	B	C	D	F
28%	52%	14%	2%	4%

17. What grade do you give to the district's use of programs for bilingual students?

A	B	C	D	F
21%	46%	29%	4%	-

The next few questions deal with supplies and materials that you use in your teaching. Again, please use the grading system like you did above.

18. First, how would you rate the availability of the supplies, materials, equipment and textbooks you need to support instruction at HISD?

A	B	C	D	F
----------	----------	----------	----------	----------

46% 46% 6% 2% -

19. And how would you grade the degree to which schools have the basic facilities (such as lab equipment and computers) to educate students within the current or projected curriculum and educational standards?

A B C D F
14% 40% 28% 18% -

20. What grade would you give the requisition process in obtaining needed materials?

A B C D F
16% 42% 32% 6% 4%

21. How many follow-up calls to Purchasing and/or Accounts Payable are required to complete a typical requisition or purchase order?

0 1 or 2 3 to 5 6 to 8 9 or More
30% 46% 24% - -

22. Finally, what grade would you give to HISD overall in terms of obtaining the needed supplies and the methods used?

A B C D F
18% 64% 14% 4% -

23. How do you think this process could be improved?

If we were capable of ordering from a computer.

More efficient monitoring of the budget.

The next few questions deal with the financial management of HISD.

24. Have you ever participated in a product review for the HISD Purchasing Department?

Yes No
20% 74%

25. How aware are you of what your school, area district, and HISD as a whole are spending or planning to spend to deliver education? Would you say you are...

Very Aware	Somewhat Aware	Not Very Aware	Not at all Aware
54%	38%	6%	2%

26. And what role do you have in determining how funds are spent in the HISD district?

I make my school decisions	Relay my needs to others	Decisions made by district support	Other	None or Very Little
44%	26%	6%	2%	22%

27. What role do you play in developing budgets?

Direct role in budget	Collaborate with teachers/staff	Passed up for review	None or Minor
44%	20%	16%	20%

28. What role would you like to play in determining how funds are spent and in developing budgets? Would you prefer **greater involvement, less involvement, or is your involvement in this process at a level you like?**

Greater Involvement	Less Involvement	At a Good Level
36%	-	64%

29. Using the grading system we discussed before, what grade would you give to the quality of work in the payroll department?

A	B	C	D	F
38%	52%	6%	2%	2%

30. Please grade your level of satisfaction with the control you have over the financial resources that support your school, with a grade of **A** indicating a high level of satisfaction, and a grade of **F** indicating a low level of satisfaction.

A	B	C	D	F
----------	----------	----------	----------	----------

38% 42% 14% 4% 2%

31. Please grade your level of satisfaction with the authority you have to carry out your administrative responsibilities, again using the scale above.

A B C D F
50% 38% 4% 6% 2%

The following questions will help us to determine how you spend your time in a typical day.

32. Please rank order the following on the basis of the amount of time you spend in each of the following areas, with a value of **1** meaning that you spend the least amount of time in that area; and a value of **5** meaning that you spend most of your time in that area. The areas are: office and office area, playgrounds or student social areas, halls, classrooms, and off-campus. Of those areas, where do you spend most of your time?

	<i>a. 5</i>	<i>b. 4</i>	<i>c. 3</i>	<i>d. 2</i>	<i>e. 1</i>
	Most time spent				Least time spent
Office/office area	36%	32%	10%	18%	4%
Student social areas	4%	16%	34%	28%	18%
Halls	18%	18%	26%	26%	12%
Classrooms	42%	30%	16%	8%	4%
Off-campus	-	4%	14%	20%	62%

33. On average, how many times per month are you present in each classroom?

0 1 or 2 3 to 4 5 or More
4% 44% 10% 42%

Now I'd like to ask you a few questions concerning performance reviews of the staff of HISD schools.

34. Do you **strongly agree, agree, no opinion, disagree, or strongly disagree** that the teacher evaluations you conduct are helpful to teachers in improving their classroom instruction?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
18%	54%	-	22%	6%

35. What ideas do you have for making the teacher evaluations more valuable to teachers in helping them improve their teaching?

More unscheduled sessions.	38%
Include a peer review and a self-help evaluation.	12%
Merit Award tied to contract.	12%
More control over the evaluation process.	6%
More relevant process.	6%
Currently it is an effective evaluation.	4%
More input from teachers.	4%
Additional and improved training.	4%
Overtime pay for work.	4%
Other	4%
None/Nothing specific	6%
A peer evaluation that would include a self-help evaluation.	
Unscheduled visits to classrooms.	
The questions should relate more to what the teachers teach and allow teachers to have more input in the process.	
The process should be shortened. Create a check list focusing on the academics of classroom management.	
Teachers should be provided with additional training.	
Make it an informal process and institute development as part of the assessment.	
Teacher evaluations should be ongoing.	
Discontinue the rating system and adopt a facilitator approach. Through observation, inform teachers of their strengths and weaknesses in a non-threatening manner.	
Principals need more autonomy for the evaluation of teachers.	
If evaluations were tied directly to probationary contracts and contract renewal they would be much more effective.	

36. And do you **strongly agree, agree, no opinion, disagree, or strongly disagree** that the evaluations of you by your supervisor help to improve your job performance?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
27%	55%	8%	8%	2%

37. What ideas do you have for making the principal evaluation more valuable to you in further improving your job performance?

History of employee.	27%
Currently it is an effective evaluation.	23%
Ensure that reviewers are unbiased.	13%
Conduct more visits.	8%
More peer and self-help evaluation.	4%
More consideration of teacher and student accountability.	4%
Need more time for professional development.	2%
Other	4%
None	15%
Create a more detailed evaluation.	
Additional time is needed for professional development.	
Emphasize areas where further development is needed.	
More follow-up throughout the year.	
Develop more staff development programs for assistant principals.	
The current evaluation instrument does not reflect what I do on a day-to-day basis.	
My evaluation was directly tied to test scores. No consideration was given to all the good things that had taken place over the school year. Student achievement was not measured on an individual student basis, but the scores were compared with students in the same grade level of the previous year.	
Evaluations should be more motivating.	
Student progress should be taken into consideration.	

38. Do you **strongly agree, agree, no opinion, disagree, or strongly disagree** that the staff development training provided to you by the district helps you to improve your job performance?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
30%	40%	10%	18%	2%

39. What ideas do you have for making staff development for administrators and administration staff more valuable?

Design staff development to cover relevant curriculum.	30%
Seek-out and adopt good ideas from others.	16%
Survey administrators and staff first to determine needs.	14%
More staff development is needed.	12%
Schedule staff development sessions at better times.	8%
Currently it is working well.	2%
Other	4%
None	14%
Distribute a yearly training schedule.	
More detailed requirements for training in state and district policy.	
The district should provide more staff development dealing with discipline, budgeting and legal issues, etc. Provide more specialized training.	
Allow individual departments and campuses select their own training (i.e., training that best suits their needs).	
Increase the number of staff development hours.	
It's too basic. It's not what's happening in the real world.	
Bring in professionals that are unbiased and capable of conducting the evaluations.	

40. Please tell me if you **strongly agree, agree, no opinion, disagree, or strongly disagree** that you seldom have trouble getting curriculum and instruction personnel from the central office in your school to help teachers?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
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27% 41% 4% 16% 12%

41. Finally, please grade how well organized the district is in terms of facilitating performance and non-duplicative work efforts.

A B C D F
8% 41% 31% 14% 6%

I would now like to discuss with you the use of computers and other technology at your school.

42. Using the grading system we used earlier, how would you rate the use of technology, including hardware, software, communications, and support, in your school?

A B C D F
22% 50% 22% 4% 2%

43. And what grade would you give to the integration of computers with the regular education curriculum?

A B C D F
12% 42% 34% 12% -

Now, I would like to discuss the use and management of HISD buildings and equipment.

44. Using the grading system from above, please grade the safety of your buildings and equipment.

A B C D F
40% 42% 12% 2% 4%

45. How do you think the safety of the buildings and equipment can be improved?

Bring facilities up-to-date.

Conduct routine maintenance on each campus. Some campuses receive no routine maintenance.

46. Please grade the schools with regard to their cleanliness and maintenance.

A	B	C	D	F
27%	51%	18%	4%	-

47. What grade would you give your school in terms of being overcrowded or underused?

A	B	C	D	F
28%	32%	15%	17%	8%

48. Please rate the extent to which the buildings and equipment encourage a learning environment.

A	B	C	D	F
50%	32%	12%	2%	4%

49. Have you made suggestions to improve the buildings and equipment?

Yes	No
94%	6%

50. Using the grades **A** to **F**, please rate your satisfaction with the actions taken based on your suggestions.

A	B	C	D	F
19%	49%	13%	11%	8%

51. Do you feel that Project Renewal, the district's long-range facilities improvement plan, has been effective at equalizing all of the facilities at HISD?

Yes	No
68%	32%

If Yes, why:

Helped build campus facility 28%
It helps (general) 72%

If No, why:

Need much more 36%
Schools are not treated equally 36%
My school is not included 21%
Other 7%

52. In what one or two ways do you think that the operational efficiency of HISD could be improved?

Updated technology, increased teacher training, and a stricter discipline policy.

More manpower to continue decentralization of the district.

Improve communication throughout the district.

Privatize Facilities Use and Maintenance and Food Services.

Re-evaluate job responsibilities.

Seek out and use more input from lower level employees.

Improve hiring procedures for efficient, better qualified personnel.

Eliminate some of the layers of bureaucracy.

The district should be more effective with long-range planning and give more time for programs to work.

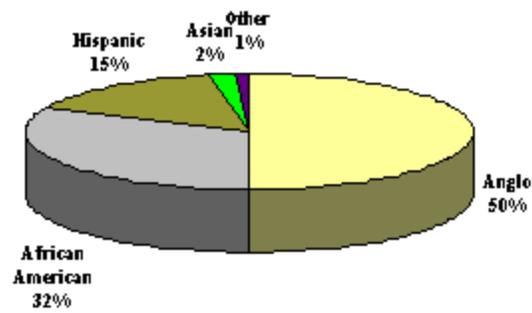
Allow parents to have input on what should be improved at their child's school.

Appendix G: Teacher Survey Results

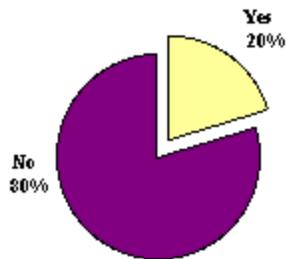
(Telephone Interview)
Population n = 1,079

Demographic Information

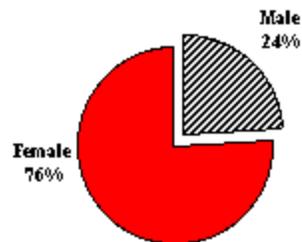
Ethnic breakdown:



Do you have any children enrolled in HISD schools?



Gender of respondent:



Responses

Introduction

Good evening. This is [First & Last Name] with Telesurveys Research Associates, an opinion research firm in Houston. I am calling for the State Comptroller's Office.

As you may know, the State Comptroller's Office is conducting a "Management and Performance Review" of the Houston Independent School District. As part of this review, we are conducting a survey of teachers in HISD. Your responses to the survey will be treated with strict confidence and no names will ever be used in the report. There are no right or wrong answers. Your honest responses will ensure that campus personnel have accurate and unbiased input into the review process.

3. What grade level(s) do you teach this year (check all that apply)?

Pre-Kindergarten	6%	Kindergarten	10%
First Grade	10%	Second Grade	10%
Third Grade	10%	Fourth Grade	9%
Fifth Grade	5%	Sixth Grade	-
Seventh Grade	12%	Eighth Grade	6%
Ninth Grade	8%	Tenth Grade	7%
Eleventh Grade	6%	Twelfth Grade	1%

4. What type(s) of program(s) do you teach? Is it...(check all that apply)

Regular Education	52%
Bilingual/English Education	16%
Career and Technology Education	8%
Compensatory Education	8%
Exceptional Education	8%
Gifted and Talented Education	4%
Everything	1%
Other	3%

5. How many years have you been with HISD in total, including this school year?

1 to 5 years 6 to 10 years 11 to 15 years 16 to 20 years 21 or More years
42% 23% 10% 11% 14%

Now, I am going to read a list of different groups of employees in HISD. Please use the grades **A, B, C, D,** or **F** to indicate how well you think each group performs their jobs, with A being excellent and F being failing. At the end of the questionnaire, you will have the opportunity to express your personal feelings about anything covered here.

6. First of all, in general, what grade would you give the HISD school board members' knowledge of the educational needs of students in HISD? Would you give the board an **A, B, C, D,** or **F?**

A B C D F
10% 38% 38% 10% 4%

7. What grade would you assign to your principal's work as the instructional leader of your school?

A B C D F
46% 31% 13% 7% 3%

8. And what grade would you assign to your principal's work as the manager of the school staff and teachers?

A B C D F
43% 29% 16% 8% 4%

The next few questions deal with HISD relations with the community.

9. Using the grading system from above, what grade would you assign to parents' efforts in assisting with the education and learning process?

A B C D F
11% 20% 32% 25% 12%

10. Next, how would you rate district relationships with various groups in the community?

A B C D F

11% 39% 38% 10% 2%

The next few questions deal with specific programs and policies at HISD.

11. Using the grading system we used above, how would you rate the degree to which the curriculum is fitted to the students at your school?

A B C D F
20% 41% 27% 9% 3%

12. Please rate how close a fit there is between your district curriculum guides, the curriculum you actually teach in your classroom, and the curriculum you test, such as the TAAS test, with **A** being a very close fit and **F** being a very loose fit.

A B C D F
22% 33% 28% 9% 8%

13. What grade would you assign to the assistance you receive in your classroom from the representatives of curriculum services from HISD or from the area district?

A B C D F
17% 29% 27% 14% 13%

14. How effective do you think site-based decision making has been implemented in HISD, with **A** being very effective and **F** being very ineffective?

A B C D F
19% 30% 27% 11% 13%

15. And what grade would you assign to the extent to which the decentralized organizational structure (i.e., area districts) has improved educational service delivery at HISD?

A B C D F
15% 33% 31% 12% 9%

16. What grade do you give to the district's use of programs for bilingual students?

A	B	C	D	F
16%	34%	30%	13%	7%

The next few questions deal with supplies and materials that you use in your teaching. Again, please use the grading system like you did above.

17. First, how would you grade the availability of the supplies, materials, equipment and textbooks you need to support instruction at HISD?

A	B	C	D	F
27%	29%	23%	14%	7%

18. And how would you grade the degree to which schools have the basic facilities (such as lab equipment and computers) to educate students within the current or projected curriculum and educational standards?

A	B	C	D	F
14%	28%	31%	18%	9%

19. What grade would you give the requisition process in obtaining needed materials?

A	B	C	D	F
17%	26%	30%	16%	11%

20. How many times do you have to follow-up with the principal or school clerk on ordering supplies you have requested before those supplies are received?

0	1 to 2	3 to 5	6 to 8	9 or More
39%	39%	17%	3%	2%

21. Finally, what grade would you give to HISD overall in terms of obtaining the needed supplies and the methods used?

A	B	C	D	F
----------	----------	----------	----------	----------

13% 34% 36% 12% 5%

21a. How do you think this process could be improved?

Allow each school to control its budget and be responsible for the purchase of their supplies and materials.

Computerize purchasing at each campus so that supplies could be ordered direct from the warehouse or private vendors.

Too much administration and middle management; too much red tape.

Change the policy to allow campuses (the district) to bid or buy the most cost-effective technology and supplies. Do not limit purchases to approved vendors only.

Each teacher should be allotted \$300 in the campus budget for supplies and materials; the money should be available to teachers at the beginning of each school year.

Allow teachers to order their supplies individually. Assign each teacher a personal identification number to order supplies and materials.

Improve communication between campuses and the district.

Not enough funding. More money should be allotted to schools.

Everything is fine; no improvement needed.

The next few questions deal with the financial management of HISD.

22. How aware are you of what your school, area district, and HISD as a whole are spending or planning to spend to deliver education? Would you say you are...

Very Aware	Somewhat Aware	Not Very Aware	Not At All Aware
18%	50%	22%	10%

23. And what role do you have in determining how funds are spent in the HISD district?

Serve on a committee	Make decisions for my department	Advisory role	Other	None
16%	12%	15%	2%	55%

24. What role do you play in developing budgets?

	<i>a. 5</i>	<i>b. 4</i>	<i>c. 3</i>	<i>d. 2</i>	<i>e. 1</i>
	Most time spent				Least time spent
Office/office area	59%	18%	13%	8%	2%
Student social areas	4%	12%	23%	28%	33%
Halls	22%	30%	29%	14%	5%
Classrooms	9%	19%	20%	32%	21%
Off-campus	6%	21%	15%	18%	39%

30. Now I would like to ask you a few questions about the staff development program used in your school. Do you **strongly agree**, **agree**, have **no opinion**, **disagree**, or **strongly disagree** that the staff development program used in your school has improved your classroom teaching and management?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
27%	45%	6%	14%	8%

31. What is the most important strength, if any, of the staff development program used in your school?

New teaching techniques	33%
Site-based decision making; working in harmony with teachers	31%
Helps to determine needs of the students, teachers, and schools	8%
The program is motivational; provides informative guests, speakers, and promotes discussions	3%
Facilitates new ideas, methods, diverse topics	3%
Other	9%
None; waste of time; redundant	13%

32. What is the most important weakness, if any, of the staff development program used in your school?

Repetition of subjects	10%
Takes too much time away from the classroom	8%
Does not apply to what is being taught	8%

No assistance with development of ideas	7%
Not enough site-based decision making	7%
Not enough opportunity to learn new techniques	6%
Need more computers and technology training	5%
Not enough people are interested, do not have teacher cooperation	4%
No input is requested from teachers	4%
Not enough money to implement suggestions	3%
Other	8%
None/Nothing	30%

The following questions deal with your experiences with teaching. These questions are different from those before, in that we are not going to be using the grading system.

33. Which one of the following gives you the greatest satisfaction in your teaching? Is it...

Inspiring students	81%
Collaborating with colleagues to improve your teaching	4%
Helping a student, parent or teacher through problems	13%
Getting through the day without any significant problems	2%

34. Overall, how much enjoyment would you say you experience in teaching? Would you say...

A very high level of enjoyment	57%
A somewhat high level of enjoyment	27%
A moderate or average level of enjoyment	13%
A somewhat low level of enjoyment	2%
A very low level of enjoyment	1%

35. Overall, how productive do you feel in your teaching? Would you say...

Very productive	61%
------------------------	------------

Somewhat productive	31%
Average in your productivity compared with other teachers	7%
Somewhat unproductive	1%
Very unproductive	-

36. Finally, how well do you think you work with the other teachers and administrators at your school? Would you say that you work...

Very well as a team	66%
Somewhat well as a team	21%
About average as a team compared with other work groups	10%
Not very well as a team	2%
Not at all well as a team	1%

37. Which of the following do you feel is your most important source of feedback in improving your teaching? Is it from...

Students	Administrators	Other teachers	Parents	All of the above
64%	7%	18%	4%	7%

38. And on average, how often do you receive feedback from this source in a week? Is it...

Less than once per week	Once per week	Every other day	Everyday	Several times per day
11%	19%	14%	34%	22%

39. Now I'd like to ask you about the teacher evaluation program used in your school. Do you **strongly agree**, **agree**, have **no opinion**, **disagree**, or **strongly disagree** that the teacher evaluation program used in your school has improved your classroom teaching and management?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
15%	29%	11%	26%	19%

40. What is the most important strength of the teacher evaluation program used in your school?

Working with and getting feedback from the principal	19%
Provides constructive criticism, feedback, different points of view	11%
Helps monitor students' progress and performance	8%
Helps teachers learn their strengths and weaknesses	8%
Helps teachers organize and prepare for their long term objectives	8%
Brings administrators into the classrooms	7%
Keeps teachers on their toes	7%
Helps weed out unqualified teachers	2%
Other	6%
None/Nothing	24%

41. What is the most important weakness of the teacher evaluation program used in your school?

It is a prepared lesson that may or may not be indicative of what a teacher normally does in a classroom	21%
The evaluations should be conducted more often.	13%
Evaluations should be objective, not subjective. Assessors have too much control.	14%
Evaluations are either done at a bad time or administrators are inconsistent with conducting the evaluations	10%
Currently, the evaluations do not accurately measure teaching abilities	8%
Assessors/administrators are not experienced in the programs, therefore, they are not qualified to evaluate us	6%
Other	11%
None/Nothing	17%

42. What do you consider to be the most important factor outside of your control that negatively affects your ability to deliver effective teaching?

Lack of parental involvement	32%
Lack of discipline	21%
Lack of materials and resources	8%
Unnecessary fire drills	6%

Teachers have too many classes with insufficient support	5%
High student to teacher ratio	4%
Not enough money	2%
Facilities are in poor condition	2%
Too much paperwork	1%
Other	8%
None/Nothing	11%

I would now like to discuss with you the use of computers and other technology at your school.

43. Using the grading system we used earlier, how would you rate the use of technology, including hardware, software, communications, and support, in your school?

A	B	C	D	F
26%	30%	26%	12%	6%

44. And what grade would you give to the integration of the use of computers with the regular education curriculum?

A	B	C	D	F
22%	25%	29%	15%	9%

Now, I would like to discuss the use and management of HISD facilities.

45. Using the same grading system, please grade the safety of your work facilities.

A	B	C	D	F
43%	32%	17%	6%	2%

46. How do you think the safety of the facilities can be improved?

Hire more police/security	Improve campus maintenance	Other
42%	35%	23%

47. Please grade the schools with regard to their cleanliness and maintenance.

A	B	C	D	F
31%	32%	21%	11%	5%

48. What grade would you give your school in terms of being overcrowded or underused?

A	B	C	D	F
33%	27%	20%	10%	10%

49. Please grade the extent to which the facilities encourage a learning environment.

A	B	C	D	F
34%	37%	21%	6%	2%

50. Have you made suggestions to improve the facilities?

Yes	No
69%	31%

51. Using the grades **A** to **F**, please rate your satisfaction with the actions taken based on your suggestions.

A	B	C	D	F
18%	28%	27%	15%	12%

52. Do you feel that Project Renewal, the district's long-range facilities improvement project, has been effective at equalizing all of the facilities at HISD?

Yes	No
38%	62%

If Yes, why:	Visible improvements in campus buildings	39%
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	It is helping the schools (generally)	14%
	Has helped to get materials and supplies needed	1%
	Improvements in security	1%
	Improvements in curriculum	1%
	Other	44%
If No, why:	Inequality in money spent on schools. Some schools have things others do not	29%
	Continued maintenance problems, some schools are in disrepair	12%
	Overcrowding	4%
	Original problems are getting worse	4%
	Need more money	3%
	Lack of and faulty equipment, materials, and supplies	2%
	No teacher input was sought	1%
	Other	45%

53. In what one or two ways do you think that the operational efficiency of HISD could be improved?

Reduce/restructure administration to add more teachers	23%
Reduce paperwork/red tape	10%
Decentralize; site-based decision-making with teacher input	11%
Increase salaries	9%
Improve maintenance; speed up repairs	7%
Give teachers more authority to deal with discipline problems	2%
Build more schools to solve overcrowding problems	2%
More parental involvement	1%
Stop interrupting instruction time	1%
Insufficient supplies	2%
Other	32%

54. Finally, do you have any other comments you would like to make?

I wish the schools were safer. Instituting dress codes is an improvement, but still more security is needed.

Increase technology in the schools.

Decrease the student/teacher ratio.

Increase teacher salaries and public awareness of how hard teachers work.

I wish the district would have more confidence in teachers' judgments and solicit recommendations in matters of materials and strategies.

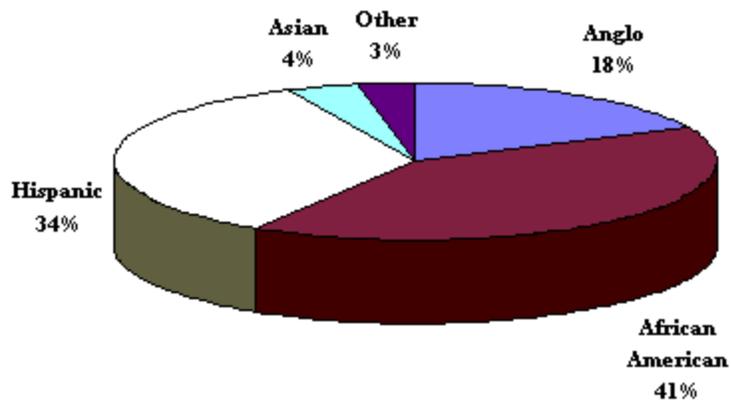
I'm appreciative that we have this opportunity to say something. I'm hoping that we'll benefit, not only as parents and taxpayers, but society in general.

Appendix H: Student Survey Results

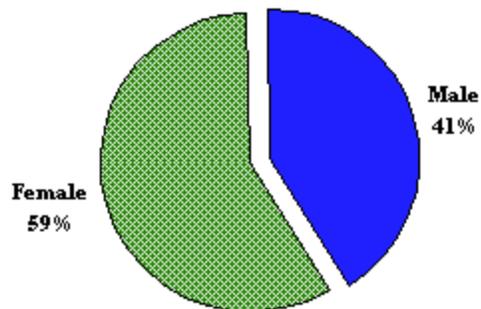
(Written/Self-Administered)
Population n = 1,508

Demographic Information

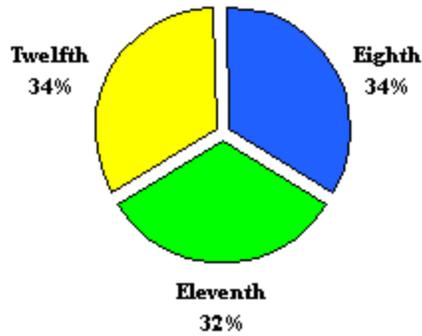
Ethnic breakdown:



Gender of respondent:



Grades represented:



1. How would you grade your school for the quality of education you are receiving?

A	B	C	D	F
21%	50%	22%	5%	2%

2. How would you grade your teacher overall?

A	B	C	D	F
32%	49%	15%	3%	1%

3. How safe do you feel in your school?

Very Safe	Fairly Safe	Fairly Unsafe	Very Unsafe
20%	67%	10%	3%

4. What could be done to improve safety on your campus?

More security in the buildings and parking lot(s)	31%
More professional security guards	12%
Metal detectors to check for weapons	12%
More surveillance cameras	5%
Improve and follow discipline procedures	5%
Stricter rules and regulations	3%
Eradicate the gangs	3%
Monitor visitors more closely	2%
Locker inspections/searches	1%

Counsel students against violence	1%
Students should wear uniforms and identification cards	1%
Other	11%
Nothing	13%

5. How often do principals and assistant principals visit your classroom?

Very Often	Fairly Often	Once in a while	Never
7%	17%	60%	16%

6. How often do principals and assistant principals attend school activities?

Very Often	Fairly Often	Once in a while	Never
42%	36%	19%	3%

7. In your opinion, is learning the school's most important goal?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
32%	50%	7%	9%	2%

8. Does your school offer a broad selection of challenging courses?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
19%	50%	9%	17%	5%

9. Does the school's library have enough books and resources for you to use?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
20%	45%	6%	20%	9%

10. Do you think that teachers expect students to do their very best work?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
37%	47%	7%	7%	2%

11. Do teachers explain materials and assignments to you so that you can understand them clearly?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
18%	54%	12%	12%	4%

12. Do you feel that teachers care about students' needs?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
17%	50%	12%	15%	6%

13. Do teachers give you individual attention?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
16%	50%	15%	15%	4%

14. Do teachers praise you when you are doing well in your school work?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
18%	46%	16%	15%	5%

15. Do you think the school principal cares about students' needs?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
21%	45%	11%	16%	7%

16. Do principals and assistant principals treat students with respect?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
19%	46%	12%	16%	7%

17. Does the principal praise students for earning good grades?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
23%	40%	12%	16%	9%

18. Are you and your fellow students proud of your school?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
15%	40%	18%	17%	10%

19. Do you think that most students try to do their best in class?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
12%	35%	15%	28%	10%

20. Do you think that misbehavior interferes with classroom learning?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
44%	34%	8%	9%	5%

21. Do you have sufficient books, lab supplies and classroom materials?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
20%	45%	7%	17%	11%

22. Computers are available at my school whenever I need to use them.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
21%	32%	8%	24%	15%

23. There is good computer instruction at my school.

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
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26% 39% 11% 14% 10%

24. How does the upkeep and physical condition of your campus compare to other schools you know about?

Excellent	Good	Fair	Poor
15%	38%	33%	14%

25. Are you provided career and college counseling opportunities from school counselors?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
28%	45%	8%	10%	9%

26. Do you have enough bilingual teachers at your school?

Yes	No
56%	44%

27. How would you rate the bilingual teachers at your school?

Excellent	Good	Fair	Poor
21%	45%	27%	7%

28. How would you rate the bilingual programs at your school?

Excellent	Good	Fair	Poor
15%	38%	33%	14%

29. Why do you think some students perform poorly in math?

Math is too difficult for some students to understand	26%
Some teachers do not give enough explanation	26%
They are lazy and do not want to learn	19%
They misbehave in class instead of listening	8%
Math is boring	5%
Some students need more time to do math problems	5%
They do not do the assigned work	4%

Some students need individual help/tutorials	2%
Other	5%

30. What would help you improve your math scores on the TAAS exam?

Practice; assign more math homework	28%
Tutoring	19%
Have classes that focus only on TAAS math	11%
Better teachers	10%
Teach exactly what is on the TAAS	7%
Take more time teaching; go slower	5%
Make math more interesting and fun to do	2%
Use better math books	1%
Other	9%
Nothing/I passed	8%

31. Why do you think some students perform poorly in reading?

Reading is too difficult for some students to understand	32%
They are lazy and do not want to learn how to read	21%
Reading is boring; some passages are long and students fall asleep	17%
Poor instruction by teachers	7%
Were not taught how to read at an early age	6%
They misbehave in class instead of listening	4%
Some students are not as bright as others	2%
Do not speak English	2%
Some students use too much slang and have poor vocabulary skills, therefore, they have poor writing skills	2%
Other	6%
No Reason/Our students pass	1%

32. What would help you improve your reading scores on the TAAS exam?

Practice; assign more reading homework	42%
Make reading more interesting and challenging	12%
Classes/labs that focus only on reading for TAAS	10%

Tutoring	8%
Better teachers	5%
Teachers and students should spend more time on reading	5%
Pay more attention in class	3%
Other	8%
Nothing/Have mastered	7%

33. Why do you think some students perform poorly in writing?

Some students do not understand	19%
Do not practice	17%
Teachers do not elaborate about what they want	16%
Too lazy to learn and practice	10%
Lack imagination; are unable to put their thoughts down on paper	9%
Writing is boring	8%
Do not understand the language or the topic	6%
Some students use too much slang so they write poorly	4%
Students cannot spell	2%
No supplies (i.e., pencil and paper)	1%
Other	7%
No Reason	1%

34. What would help you improve your writing scores on the TAAS exam?

Practice; more writing assignments	43%
Tutoring	13%
Better teachers	8%
Classes/labs that focus only on writing for TAAS	8%
Interesting assignments	7%
Learn English; improve vocabulary skills	6%
Pay more attention in class	3%
Other	5%
Nothing/Have mastered	7%

35. What are you plans once you graduate from high school?

College	Work	Military	Other
77%	12%	5%	6%

36. Has school prepared you to pursue your plans after graduation?

Prepared Me Well	Neither	Not Well Prepared	Don't Know
51%	19%	21%	9%

37. What do you think is the main reason some students drop out of school at your campus?

No interest in getting an education; find school boring	18%
"They want to be thugs"; too lazy to attend classes	9%
Gave up too easily on school; not willing to put in the time necessary	9%
Poor teachers	8%
Pregnancy	7%
Family problems at home	7%
They find school too difficult; have trouble learning	6%
Peer pressure	5%
Must work to help support family	4%
Low self-esteem	4%
Addiction to drugs	3%
Rules are too strict	3%
Skipping and/or failing classes	2%
TAAS test	1%
No extracurricular activities/programs to participate in	1%
Dress code too strict	1%
Not prepared for school	1%
Financial problems	1%
Other	11%

38. What can be done to ensure that students stay in school?

Make school more interesting	24%
-------------------------------------	------------

Counseling	10%
Hire better teachers; improve current teacher's teaching skills	10%
More activities	7%
Provide more rewards for students	6%
Listen to student ideas	5%
Give them an education	5%
Eliminate TAAS testing	1%
Less homework	1%
Other	22%
Nothing	9%

39. What do you think is the main reason why some students do not attend school regularly?

Do not care about their future; lazy	17%
No interest in learning	16%
Bored with school	14%
Family problems at home	8%
Parents who are not involved in their child's education	5%
Peer pressure	5%
Too tired or hung over from the night before	5%
Too tired from working to help support family	4%
Doing poorly in classes and believe they will never graduate	4%
Poor teachers	3%
Dislike teacher(s) and/or principal	3%
Addiction to drugs	2%
There are no consequences for not attending classes	2%
Dislike the dress code	1%
Nervous/scared	1%
Class schedule interferes with obligations outside of school	1%
Other	9%

40. What do you think needs to be done to ensure that some students attend school more regularly?

Make school more interesting	22%
-------------------------------------	------------

Call student homes if they are absent	9%
Teachers should be more inspirational	7%
Stricter rules; keep a closer watch over students	7%
Counseling	6%
Meet with the parents	6%
Fine parents; hold them more responsible	6%
More field trips; extra activities	5%
Reward students for good attendance	5%
Neighborhood patrol to ensure students are in class	3%
Change school hours; provide breaks between classes	2%
Relax some of the rules	2%
Institute a dress code	1%
Other	13%
Nothing can be done	6%

41. Name three things you like **best** about your school.

	<i>1st</i>		<i>2nd</i>		<i>3rd</i>
Teachers	22%	Teachers	19%	Teachers	14%
Specific classes	12%	Specific classes	16%	Friendships	12%
Friendships	12%	Friendships	13%	Specific classes	12%
Extracurricular activities	10%	Extracurricular activities	9%	Extracurricular activities	11%
Sports Teams	8%	Quality of education	8%	Quality of education	9%
Quality of education	6%	Sports Teams	5%	Lunch/Food	5%
Campus/Facilities	5%	Campus/Facilities	5%	Campus/Facilities	5%
Lunch/Food	3%	Lunch/Food	4%	Sports Teams	3%
Safe environment	2%	Principal	3%	Block scheduling	2%
Class/campus size	2%	Safe environment	2%	Safe environment	2%
Block scheduling	2%	Block scheduling	2%	Rewards for good work	2%
Principal	2%	Class/campus size	1%	Counselors	2%
Computers	1%	Counselors	1%	Class/campus size	1%
Rewards for good work	1%	Rewards for good work	1%	Computers	1%

Counselors	1%	Other	10%	Other	17%
Other	9%	Nothing	1%	Nothing	2%
Nothing	2%				

42. Name three things you like **least** about your school.

	<i>1st</i>		<i>2nd</i>		<i>3rd</i>
Teachers	17%	Teachers	15%	Teachers	12%
Poor facilities	13%	Poor facilities	12%	Poor facilities	11%
Lack of security (gangs, fights, etc.)	10%	Lack of security (gangs, fights, etc.)	10%	Lack of security (gangs, fights, etc.)	9%
Food (quality and lack of time to eat)	10%	Food (quality and lack of time to eat)	8%	Food (quality and lack of time to eat)	8%
Dress code	8%	Classes	8%	Classes	7%
Classes	7%	Dress code	7%	Dress code	6%
Principal	6%	Principal	6%	Principal	5%
Rules/regulations	3%	Rules/regulations	5%	Rules/regulations	5%
Peer pressure	3%	Peer pressure	4%	Peer pressure	4%
Block scheduling	2%	Lack of activities	3%	Lack of activities	3%
Overcrowding	2%	Block scheduling	2%	Block scheduling	3%
Lack of activities	2%	No materials	2%	Sports	2%
Racism/Prejudice	1%	School hours	2%	School hours	2%
No materials	1%	Overcrowding	1%	Overcrowding	1%
Other	15%	Racism/Prejudice	1%	Racism/Prejudice	1%
		Sports	1%	Lack of funding	1%
		Other	13%	No materials	1%
				Other	19%

43. Based on what you know about this school, tell us one or two things you believe **can be improved**.

	<i>1st</i>		<i>2nd</i>
Facilities	17%	Facilities	16%
Teachers	14%	Teachers	12%
School security	9%	Quality of education	9%

Lunch/Food	8%	School security	7%
Quality of education	8%	Lunch/Food	7%
Athletics/Extracurricular activities	4%	Athletics/Extracurricular activities	5%
Principal	4%	More supplies/materials	5%
Dress code	4%	Principal	4%
More supplies/materials	3%	Student treatment	4%
Rules/Regulations	3%	Rules/Regulations	3%
Attendance	2%	Dress code	3%
Test Scores	2%	Attendance	2%
Student treatment	2%	Test Scores	2%
Increase funding	1%	Increase funding	2%
Counseling	1%	Counseling	1%
Overcrowding	1%	Overcrowding	1%
Other	17%	Other	17%

Appendix I: HISD Quality and Efficiency

Public Opinion Survey

METHODOLOGY

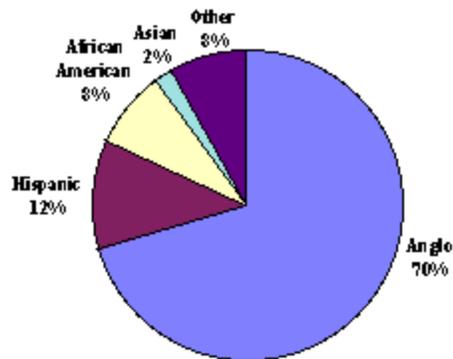
As a part of its review of the Houston Independent School District (HISD), the Texas School Performance Review (TSPR) surveyed Houston-area residents through a questionnaire placed in the April 11, 1996 edition of the *Houston Chronicle* and an Internet questionnaire placed on the Comptroller's site on the World Wide Web. Slightly more than 500 survey responses were collected prior to publication of this report. It is important to note that this survey was not and was never intended to represent a scientific sampling; instead, it should be regarded as simply another tool for gauging public opinion, as are TSPR's public hearings.

Two types of questions appeared on TSPR's survey: those designed to describe respondents by factors such as race, sex, age, income and parental status, and those intended to characterize their feelings about HISD's quality and efficiency.

Part I: Demographic Characteristics

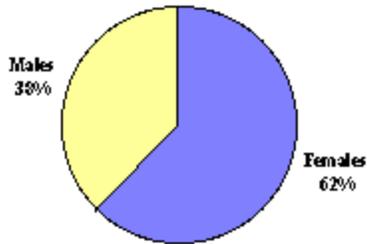
Optional question: What is your race? (487 responses)

Nearly 70 percent (340) of the respondents who chose to reveal their racial background were Anglo. Hispanics were the second-largest group represented, with 12 percent or 56 responses. African Americans constituted the third-largest group (8 percent, or 41 responses). Eleven respondents (2 percent) identified themselves as Asians; 39 respondents (8 percent) identified themselves as members of other racial groups.



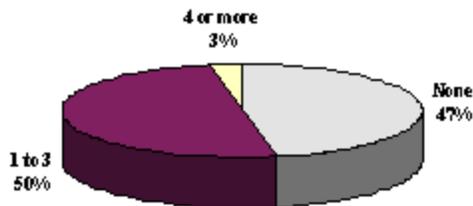
What is your gender? (490 responses)

Females made up about 62 percent of all respondents (304 responses) with males representing 38 percent (186 responses).



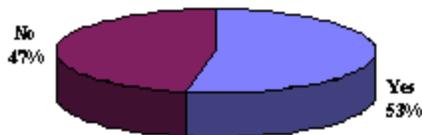
How many children 18 years of age or younger live in your household? (490 responses)

Respondents with school-age children at home (258, or 53 percent) outnumbered those without (232, or 47 percent); of those with children at home, 246 had one to three children, while 12 had four or more.



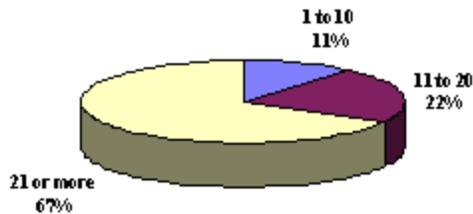
Have any children from your household attended Houston ISD within the last three years? (508 responses)

Respondents with children who had recently attended HISD slightly outnumbered those without children in HISD (270, or 53 percent, versus 238 or 47 percent).



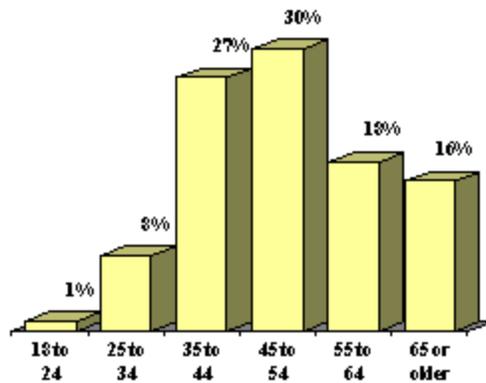
Years you have lived in Harris County: (485 responses)

Long-term county residents made up an overwhelming majority of the respondents. Two-thirds of all respondents (327, or 67 percent) have lived in Harris County for 21 or more years. Another 106 (22 percent) have lived in the county for at least 11 years. Only 52 respondents (11 percent) are relative newcomers with a decade or less in the county.



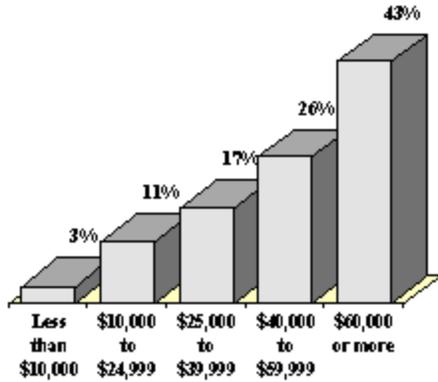
How old were you on your last birthday? (474 responses)

A majority of respondents were middle-aged. Nearly a third of all respondents (141, or 30 percent) were from 45 to 54 years old; 126 (27 percent) were 35 to 44; and 86 (18 percent) were from 55 to 64. Seventy-four (16 percent) of all respondents were senior citizens of 65 or more. Only 47 respondents (10 percent) were 34 or younger.



Describe your 1995 household income: (421 responses)

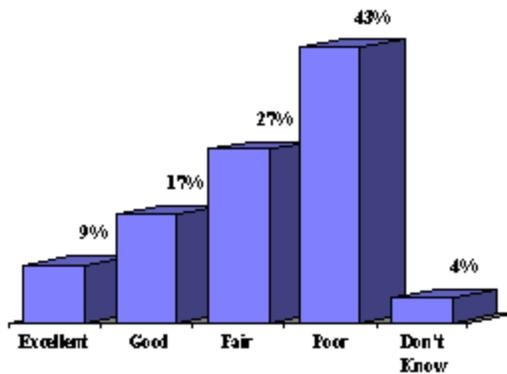
Of those respondents willing to characterize their income, 180 (43 percent) reported annual 1995 income of \$60,000 or more; 110 (26 percent) made from \$40,000 to \$59,999; 74 (17 percent) made from \$25,000 to \$39,999; 45 (11 percent) made from \$10,000 to \$24,999; and 12 (3 percent) reported less than \$10,000 in income.



Part II: HISD Quality and Efficiency

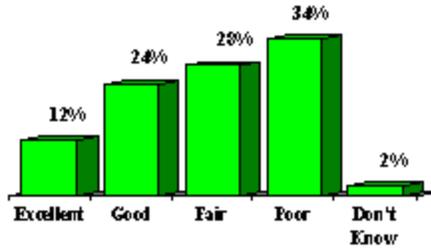
How would you rate the quality of public education in HISD? (503 responses)

In all, the respondents were fairly negative in their assessment of HISD's educational quality; 215 (43 percent) described educational quality as "poor," while 137 (27 percent) opted for "fair." Only 133 (26 percent) felt HISD education was "good" or "excellent."

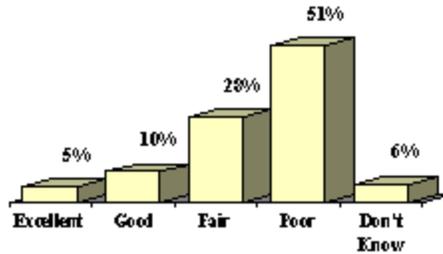


Interestingly, however, perceptions of HISD quality are considerably better among those who have had children in HISD within the last three years than among those without such recent direct experience of the district. Thirty-six percent of respondents with children in HISD schools rated educational quality as good or excellent, versus just 15 percent of those without children. Slightly more than a third (34 percent) of parents with HISD children rated educational quality as poor, versus more than half (51 percent) of those without children in district schools.

Respondents WITH children in HISD



Respondents WITHOUT children in HISD



Perceptions of HISD quality are markedly different among different ethnic groups, with Anglo's holding by far the worst perceptions:

Perceptions of HISD Educational Quality by Ethnic Group

Ethnic Group	Good or Excellent Educational Quality	Poor Educational Quality
Anglo	22%	44%
Hispanic	39%	31%
African American	41%	22%
Asian	45%	27%

Male respondents were far more critical than females; 52 percent of males rated quality as poor versus 35 percent of female respondents. Long-term Harris County residents were substantially more critical, with 45 percent of respondents with 21 or more years in the county rating district quality as poor. By contrast, 34 percent of respondents who had lived in the county for ten years or less rated district quality as poor.

Over the past three years, the quality of education in HISD has: (Improved/Stayed the same/Gotten worse/Don't know) (511 responses)

Respondents were fairly negative in their assessment: 215 (42 percent) feel educational quality has declined in the last three years, while 156 (31 percent) believe it has remained about the same and 98 (19 percent) feel it has improved. As with the first quality-related question, however, opinions are more positive among respondents with recent direct experience of the district. Forty percent of respondents who have had children in HISD within the last three years feel that educational quality has declined, versus 46 percent of those without children in the district. Similarly, 24 percent of parents with HISD children believe educational quality has improved, versus just 12 percent of those without HISD children.

The Quality of Education in HISD Over the Past Three Years

Quality of Education	All Respondents	Respondents WITH children in HISD	Respondents WITHOUT children in HISD
Improved	19%	24%	12%
Stayed the Same	31%	32%	29%
Gotten Worse	42%	40%	46%
Don't Know	8%	4%	13%

Perceptions of changing quality again were colored by ethnicity, with Anglo's again holding by far the most pessimistic views. Of the major ethnic categories reported by respondents, only African Americans were more likely to feel educational quality has improved:

Perceptions of Changes in HISD Educational Quality by Ethnic Group

Ethnic Group	Improved Educational Quality	Gotten Worse Educational Quality
Anglo	44%	16%
Hispanic	33%	28%
African American	29%	41%
Asian	27%	9%

The division between male and female respondents mirrored that for the first quality question. More than half (51 percent) of male respondents felt that HISD educational quality has declined, compared to 37 percent of females. And, once again, long-term county residents were most

pessimistic; 47 percent of respondents with 21 or more years in Harris County feel that educational quality has declined, but only 28 percent of those respondents with a decade or less in the area agreed.

How would you rate the efficiency of HISD on the management of tax dollars? (509 responses)

The question of financial efficiency elicited the most uniformly negative survey responses. Well over half of all respondents (292, or 57 percent) rated HISD's financial management as "very inefficient"; 125 (25 percent) described the district as "somewhat inefficient"; and just 26 respondents (5 percent) rated HISD as "very efficient" in its use of tax dollars.

Distinctions between respondents with and without children in HISD continued to color responses to this question: 52 percent of respondents with HISD children consider the district very inefficient, compared to 62 percent of those without children in HISD. Confidence in district efficiency was rare among both groups, however, with only 5 percent of each group considering the district very efficient. Among the major ethnic groups, Anglo's were by far the most skeptical:

Perceptions of HISD Financial Efficiency by Ethnic Group

Ethnic Group	Very Efficient	Somewhat Efficient	Very Inefficient
Anglo	5%	20%	61%
Hispanic	6%	31%	48%
African American	5%	46%	32%
Asian	-	36%	36%

HISD's "gender gap" extended to the financial efficiency question; 65 percent of male respondents characterized the district as very inefficient, versus 51 percent of women. The pattern concerning years of county residency held true as well: the longest-term Harris County residents held the dimmest view of HISD efficiency (62 percent opted for "very inefficient"), versus only 36 percent of the decade-or-less residents.

Texas School Performance Review Summary of Public Opinion Written Comments

TSPR's survey generated more than one hundred pages of comments from HISD employees, teachers, students, parents and taxpayers. These comments, as summarized in the following section, reflect significant unease and dissatisfaction with the district's administration, operations and performance. It should be noted that TSPR cannot confirm or deny the

accuracy of many respondents' specific complaints. Nevertheless, the widespread *perception* of HISD as poorly run and generally inadequate, as indicated in TSPR's survey, is in itself a troubling problem.

Some respondents were generally supportive of HISD:

All in all I believe HISD is doing a fine job of educating a very diverse and large population under difficult conditions.

HISD has done an amazing job...over the past years. I base this on the fact that we taxpayers in Harris County...have one of the lowest tax rates...anywhere yet have one of the largest...number of students.

Such comments, however, were rare. A significant number of respondents were scathing in their assessments of the district:

[HISD] is extremely poorly operated and is guilty of waste and inferior education....Recently it was...reported that 80 percent of HISD [students] could not pass the state math test.

[T]he quality of education here in Houston has drastically declined. Teachers are no longer our children's educators, but have become... baby-sitters.

Quite honestly, I see no programs that merit commendation.

I have serious concerns about the resale value of a home in what is perceived as a poor quality school district.

I taught and suffered in HISD for years! Too heavy with administrators and too little attention to teachers!

Many respondents expressed negative feelings toward the May 1996 proposed bond issue:

My school taxes [have] increased more than 40 percent [over the] past four years and now they want another increase.... I cannot vote for an increase for a system with little discipline, low quality education, and apparent inability to wisely use [its] funds....

I have been a 15-year volunteer...in HISD schools. I support public education but...I do not believe HISD can effectively manage its funds without massive reform and reprioritization.... I will not be voting for any new moneys for HISD...until real economy is demonstrated.

Considerable support was expressed for privatization:

Get the government out of public education! Government cannot do anything efficiently. Place the schools in the hands of private enterprise....

I am in favor of a voucher system. Some schools would fail to survive, but that is a way to weed out the worst ones.

Perhaps most disturbing were comments from a number of persons who have abandoned the district for private schools:

I...put both [my] children in private school. I had to tutor my son in reading to get him up to speed....Both my children are threatened with a return to public school if they don't keep their grades up, and it motivates them. They both told me the amount of chaos in public school...made it difficult to do their work.

My child will attend private school even though Walnut Bend Elementary is within walking distance. Face it, public education is an unmitigated disaster....

My husband and I just recently moved into a neighborhood that would require our children (when we have them) to attend school in HISD. It saddens me to say that we have already begun putting away money to fund our children's education through private schools because we do not want our children to attend the HISD schools.

Administration

Survey respondents expressed a near-universal belief that HISD's administration is overstaffed, overly bureaucratic and unresponsive:

[W]hen HISD can learn how to weed out its...bloated bureaucracy they can begin to get some respect from the citizenry. If they can begin to downsize and become more efficient we will vote more taxes, but now it's just throwing good money after bad. We need people who know how to run a business...efficiently.

In a recent visit to the HISD central office, I witnessed....one woman frantically [trying] to deal with a growing crowd of applicant-teachers at the front door...behind her, at desks that filled the center of the first floor, a sea of secretaries sat talking to one another and/or doing their nails.

As a former teacher, I am very aware that the district has far too many management positions....When the district cuts at least 75 percent of its non-teaching management staff and returns these

employees to the classroom (at a classroom teacher's salary), then I will vote in favor of a bond issue and tax increase.

[The district is] top-heavy in administration on Richmond Avenue. People are falling over one another--standing in groups with coffee cups...

[O]ne of [my] major concerns is the law that allows a school district to simply buy out [the] contracts of superintendents at huge costs. If the superintendent does not do the job, then there should be grounds for dismissal--but twice now we have paid huge buy-outs just because the school board decides they don't want to continue with the current person.

A surprising amount of concern and resentment was expressed concerning administrative offices:

The district needs classroom repairs and expansions at many campuses [and yet] spent way too much money on furnishing the 12 new district superintendent's offices. They all got new furniture and their facilities are now being remodeled.... Who comes first, the administrators or the children?

I have always had difficulty reconciling the total tax dollars per classroom received by HISD and what it is spent for....I guess the extra amount is used for the elaborate administration building and the expensive trees [in] the lobby which were dedicated a couple of years ago.

HISD Administration Building on Richmond Avenue must cost a fortune to air condition....are all these tropical plants really necessary?

[H]aving practiced commercial real estate for many years, I suggest that the H.I.S.D. Administration Building on Richmond Avenue...is one of the poorest uses of prime real estate in the country. That property should be the site of one or more upscale, high-rise office buildings, as are most of the neighboring properties. It should be generating significant income for H.I.S.D.--as well as providing ample office space for...legitimate needs!

"Top-down," centralized management was criticized by many:

HISD should be divided into smaller districts with more efficient management.

[E]ach school should prepare its own budget, discipline its own students...hire and train its own teachers and staff, set its own goals and objectives.

And many view the school board as overly political:

The district is bogged down in...bureaucracy...while board members are centered on single issue items.

I favor a school board of appointees instead of elected officials because the elected officials are mediocre and not qualified to oversee educational programs. They are more interested in creating a power base...

The HISD board, both past and present, consists of a myriad of prima donna personalities, each board member with their own personal agenda.

Accountability

Respondents demonstrated a strong desire for greater accountability on the district's part. Such comments ranged from the general:

If businesses are held accountable for being able to make a profit to support HISD, then it is reasonable that businesses hold HISD accountable for good test scores. The same issue holds true for property owners. If they are expected to save money each year to pay their HISD taxes, then HISD should show progress every year.... I...will not vote for one more penny to go to HISD until I see improvement in the test scores and in its organizational structure.

To the specific:

...[H]undreds of thousands of dollars are being spent in...vending machines by the teachers and students of HISD. How is this money being accounted for and who has control of [it]? I believe in many cases this money is controlled by the discretion of the principals. If this is the case, what guidelines are used to control...expenditures out of this money?

Student discipline

Respondents were deeply concerned over student discipline:

Unruly students...need to be separated if they interrupt any class in any way.

Empower the teachers...to remove disruptive students from their classrooms. Teachers are reluctant to do this, because they think it reflects on their ability to maintain order...

I have been teaching in the Houston area for 25 years, and I am sad to say that I have had all I can take of our education system.... Things have continually gotten worse over the years [and] this will be my last year to teach.... I would rather work for minimum wages than to take the abuse we are now forced to take in the classroom. Now only the kids have rights and teachers are forced to ignore their rude behavior.

And expressed broad support for school uniforms:

One of the most important things HISD should do is take the distractions out of the schools. This can begin by requiring all schools to wear uniforms.... Too much focus is placed on what children are wearing instead of them learning to read and do simple math!

Our school now has uniforms and we all feel it should have been adopted long ago. A lot of our discipline problems used to stem from the way the children dressed.... These problems are solved with uniforms, and there is no peer pressure to have to wear certain...clothes.... Every teacher in our school agrees that all schools should go to uniforms.

Teachers and teaching

Some respondents were critical of HISD's teaching staff:

I have had five children attend HISD schools and can only think of three caring teachers who took the time to actually help the children if they were having difficulty performing a certain task.

[I asked] a dedicated, award-winning teacher in one [of] Houston's inner-city schools...to count the number of teachers at her school who she thought were good--even adequate--as teachers. She was able to [identify] only 30 percent of the entire faculty as meeting even her least demanding standards....

But many more respondents seemed sympathetic to teachers and would give them greater freedom to do their jobs.

Let the teachers teach and have a say in how the school and curriculum should be designed.

[F]ar too much of teacher's time spent in administering "programs" rather than teaching....

[U]ntil the classroom teacher is given more of a say in forming policy, you will always have teachers with the attitude that we are at the bottom of the heap--and that is actually the truth.

Most of the teachers I know really want to do the best they can with the children entrusted to them, but they are constantly being sidetracked by paperwork.... Our principal has made us fill out progress reports for each child in the middle of each nine-week grading period. Guess how lots of teachers do them? They give the kids busy work to do while they do them.

Some teachers are afraid to voice criticisms of HISD policies and administration:

Most teachers work to help support a family. They can be made to suffer in many ways if they make waves.... [Y]ou are not likely to get full disclosure unless...we could be assured confidentiality. I'm even concerned about someone identifying my scribbling.

Many respondents would like to see higher salaries and greater professionalism among HISD teachers:

Improve the salaries, status and qualifications of present teachers.... [T]he real issue, after all, is the quality of teaching. The teachers ARE the schools; let us keep that essential ever before us.

Curriculum

Respondents were united in their desire to see greater emphasis placed on the "basics" of reading, writing and mathematics, to bolster standards viewed as declining:

I have seen...[educational] demands on students lessen in the six years between my two children... The same teachers in each school required less homework and far less challenging work for my younger daughter than they did for my oldest. When I inquired as to why, the teachers told me that it was because the schools were accused of being racially biased, and...were forced to admit less qualified students....

Support was particularly strong for phonics-based reading instruction:

Not enough emphasis on basics, i.e. how to write a book report; how to spell; grammar; ...organization[al] skills...such as assignment

books; math tables should be memorized and recited early on. PHONICS should be taught. Basics please!

[A] principal [told] me phonics was not the answer to teaching children to read. I...remember tutoring my daughter several times a week to bring her up to...her potential in reading (by teaching her phonics!).

No one is writing Curriculum Guides....The Whole Language/OBE people have fought phonics and structure in the HISD curriculum. Yet many people are concerned why we have so many children who...cannot read.... HISD needs to...stress...phonics up through grade three. We need more structure in our curriculum....

While praise was rare among survey respondents, programs focused on academic excellence were popular:

Vanguard programs must be left intact. The program at T.H. Rogers has been a virtual lifesaver for our two children....The Vanguard program is absolutely necessary for [the] exceptional child, no less...than special ed is for the special-needs child.

Vanguard & magnet schools are a must. They...are producing top students and keeping them in HISD.

Magnet schools are wonderful. My 15-year-old son is in a magnet high school [and] is absolutely excelling there.

But one respondent noted:

I would like to see a cost-benefit analysis of every magnet program in HISD.... These programs sound wonderful, but how much do [they] cost and how many kids are benefiting?

And others believe that:

[T]he Vanguard programs should be eliminated....It is crucial [that] we stop labeling children and placing them in high, medium and low categories...

Magnet and gifted and talented programs...[have] better teachers and better [facilities]. Why can't ALL students get an equal shot?

Most respondents favored rigid academic standards:

Do away with the rule that states that a student can only be flunked so many times. This makes a mockery of the educational process. If a person cannot pass the grade, he or she should be held back.

[P]ushing children through classes with failing or barely passing grades...does not benefit the student, it just sends out the message that it is all right to do the minimal amount of work....

And dislike bilingual education:

[B]ilingual classes simply [relegate]...children into second-class status. Were I Hispanic, I would be offended, as is [a] dear friend of Hispanic descent who objects strenuously to this practice.... Would not an initial intensive period of language tutoring better serve these children's needs and future?

Too many bilingual teachers cannot speak effective or correct English. I personally know bilingual teachers who cannot read "The Cat in the Hat"!! If they cannot speak the language, how in the world can they teach the language???

Bilingual education is the most wasteful aspect of public education and an issue that is of most concern to me and many other taxpayers. Some time ago...Channel 13 in Houston exposed corruption in the hiring of bilingual teachers in HISD. The hiring of these "teachers" was handled by administrators who were bribed by the unqualified individuals whom they hired...

Parental involvement

Many respondents emphasized the importance of parental involvement in the district's operations, and were as critical of uninvolved parents as of HISD itself. As one person put it:

I firmly believe that children can be successful in school, no matter where they attend, if their parents are involved [in] their education...If a child witnesses interest and concern from their parents, [this] interest will be mirrored in the child. I am discouraged by the small number of parents who attend parent/teacher conferences and school functions, and the lack of interest in volunteering.

Some respondents who *had* volunteered with schools, however, seemed disillusioned by the experience:

[P]arental involvement requested was more busy work than anything else. My input...was not requested and not allowed on important things like budgeting.

Regarding VIPS (Volunteers in Public Schools)--I was in charge of it at one elementary school several years ago and was amazed at the amount of paper generated and wasted, the buttons [and] pencils passed out and certificates awarded...at the end of the year. Most of this was excessive... and a total waste.

TAAS

Texas Assessment of Academic Skills (TAAS) testing proved controversial:

Most schools teach for weeks, maybe months preparing students to take the TAAS test. I thought this test was supposed to take a snapshot of your knowledge.... Instead the students are taught things that teachers have found out will be on the test and are teaching these items so they...will look good.

The statewide focus on higher TAAS scores in a school district as large as HISD, with its diversity of populations, most of whom are disadvantaged, is a grave misplacement of emphasis. Until HISD's children are housed in adequate facilities, appropriately evaluated and placed, given their special needs, and served by teachers and other staff who are have their administrators' support and the paycheck to prove it, TAAS scores cannot adequately reflect the quality (or lack of quality) in their education.

Equipment

Some respondents voiced concerns about the appropriate use and disposal of district equipment:

Many teachers have thousands of dollars of computer equipment sitting unused in their classrooms because they are unfamiliar with [it].

HISD does have wonderful equipment. Science labs, computers, media and video equipment. But many times it can't even be used because it is not hooked up or there's not a teacher who knows how to use it...whole classrooms of computers sit idle. It is such a waste.

HISD...put[s] items out for auction, and one of my neighbors makes regular purchases for items he resells at a nice profit...I question that these items can no longer be used someplace within the district.

Facilities

Many respondents expressed concern about the need for more school facilities:

[O]vercrowding in East Area schools, from elementary levels to Austin High School, is already a crisis. The lack of investment in East Area physical plants is evident in the number of students who are housed in temporary buildings or in overcrowded, outdated facilities. (One campus in this area had 14 temporary buildings at the beginning of the school year.)

[W]e live in far west Houston and desperately need a new high school [and] middle school. There are...no schools to attend without going all the way into town.... I feel more parents would be willing to keep their kids in public schools...if [they] were adequately staffed and not so overcrowded. [W]hen it comes time for my elementary kids to move on to middle or high school, [if]...a new school [has not been] built close to our neighborhood, we will either move to another district or [use] private schools.

The condition and upkeep of existing HISD facilities received harsh criticism:

Teachers have to work in a very unclean environment. There is dust on everything. The floors are not mopped all year until school is out. (I've mopped mine once).

Project Renewal: What a farce. Our bathroom...has one toilet that flushes handle up, another one leaks....While roofers were working, water poured into many rooms. No one would mop it up and mildew formed on everything.... Outside water fountains never worked.... We have no working faucets outside on first wing of the school.

As did the district's cafeterias:

The women who cook in our cafeteria do not eat their own food.... Does this tell you anything? The field trip lunches are almost inedible...I tried to eat one once and it was offensive.

Completely privatize cafeteria operations. The cafeteria operations are the least efficient part of HISD operations and the food is disgusting.

The Hispanic kids at Jackson Middle School throw away all the egg rolls. They hate them. Why can't the lunch room lady serve what her kids prefer?

HISD's maintenance function was singled out for the some of the harshest comments:

[M]aintenance is sloppy. In Pasadena ISD, if a window breaks the rule is that it must be repaired by sunset. I have seen things go unrepaired in HISD for years.

Regarding maintenance work--have seen these people take a 20-minute break while leaving their truck running with the air conditioner on.... This is not good for the vehicle; it wastes fuel and adds to pollution.

I have had first-hand experience with HISD's maintenance division.... "Overwhelmed" is the word I would use to describe [it]. The managers are disorganized and the workers lack knowledge of [their] equipment and are completely lacking in motivation. I have seen honey pour faster than these men move on the job.... HISD maintenance should be dismantled and the work contracted out to private firms....

Last summer over \$30,000 [was] spent to repair/rebuild...two a/c chillers at Pershing Middle School. One month later they were pulled out and the entire system was replaced under the Esco Project. This project has selected 28 other schools whose a/c systems are going to be replaced whether they need it or not.... Equipment...is being sold directly to individuals and companies instead of...through board-approved public auctions as is required by district. [The] chillers from Pershing Middle School were sold...for \$800 after spending over \$30,000 to rebuild them....[A] 30 ton chiller for Windsor Village Elementary School [was ordered] with the wrong voltage. Instead of exchanging it or sending it back...an additional \$12,000 to \$15,000 [was spent on] a larger transformer...so that [the chiller] could be used.

Appendix J:

HISD Quality and Efficiency

During the first week of the review, community meetings were held in each of the 12 area districts. Parents, teachers, administrators, and the community at-large participated by writing personal comments on the 12 major topics of the review and, in some cases, talking with the review team. The following is a summary of comments received by focus area.

DISTRICT ORGANIZATION AND MANAGEMENT

- HISD is doing a good job given the number of students enrolled.
- The district is too top heavy. Need to eliminate unnecessary positions. (*Alternative District*)
- Mid-level and upper management personnel have been more visible in the last 2-3 years.
- Area superintendents are very responsive and strategically located.
- Administrators are not taking the time to listen and get input from employees. (*Central District*)
- Technological advances have greatly improved district management. (*North District*)
- There is excellent leadership in this district. (*North Central District*)
- Continue to expand decentralization.
- The superintendent is accessible and proactive in education.
- The superintendent is pro-technology.
- Improvements are needed in communication between area schools, central administration, and the school board.
- Principals should not have total control of the schools. Parents should have more control over what happens in the schools.
- Let teachers and administrators do the job that they were trained to do without undue outside influence from parents and the community.
- Principals should have total control of their school. Site-Based Decision-Making (SBDM) committees are advisory only, there is no need to have them. SBDM committees are not reflective of the student body and leave specific cultures out of the loop. (*Northwest District*)
- The current superintendent keeps tighter reins and has better control than previous superintendents.

- Board members should personally meet with teachers and the community in order to more effectively determine areas of need.
- Board members should meet parents at the Parent/Teacher Organization (PTO) or Parent/Teacher Association (PTA) meetings and present their ideas to the parents and staff at each school.
- Decision-making and allocation of resources should be characterized less by politics and more by the educational needs of the students.
- The decentralization of the district into geographical areas is promoting closer neighborhood attention and personalization in a very large district.
- The creation of sub-districts facilitates services and assistance to schools faster.
- The opportunity to meet in feeder patterns is more effective and can be supported by the smaller districts.
- Smaller districts within HISD have really improved the entire district. (*West District*)
- Eliminate unnecessary programs and people.

EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

- Upgrade all computer labs.
- The School Administrative Student Information (SASI) coordinators should be full-time positions.
- SASI training is very much needed during summer months so that problems encountered during the school year can be handled efficiently and effectively.
- HISD has a lot of mobile students; the district should have all schools on the same grading system, so kids won't lose time when they move from one feeder pattern to another.
- HISD should go back to stressing the importance of the three "R's": reading, writing, and arithmetic.
- Prayer and religion should not be in the school, but teaching values and character education should.
- Increase the level of expectations for all students and they will respond to challenges and respect authority.
- The curriculum must be strengthened.
- Every school should be equal in regards to the magnet program.
- Overcrowding is a problem in the classrooms.
- Student evaluations should be broadened to include their ability to work with others and the development of their social skills.
- It is a waste of money to have books sitting in the supply room; they should be in the hands of students.

- Actively try to reduce the dropout rate.
- Institute more magnet programs.
- Increase the number of qualified bilingual teachers.
- Elementary schools need gymnasiums for physical education.
- HISD should adopt textbooks that are aligned with the current state testing instrument.
- Continue to promote peer mediation programs in all schools.
- Begin testing students at the beginning and end of each grade to test their growth.
- Intensify vocational education training.
- Increase student exposure with "real jobs" and the working world. Students should actually visit and receive instruction from places of business.
- Add foreign language studies to the elementary school curriculum.
- Magnet programs motivate and improve student self-esteem.
- Schools are held accountable for student dropouts that are beyond their control (e.g., teen pregnancy, General Education Development (G.E.D.) graduates, and students convicted of crimes).
- Schools are unable to contact some parents of truant students because students give incorrect phone numbers and addresses.
- Schools should have equal access to educational materials such as computers, classroom television monitors, science labs, and art classes.
- Teachers should be trained to identify students with learning disabilities.
- Counselors are not available for parental counseling when students are failing.
- Parents need more resources to help students.
- How does HISD decide which schools have summer school? If summer school were available for kids who fail eighth grade, maybe fewer kids would dropout.
- In some schools, counselors are available to work with students and help them with their overall development. However, counselors need to be freed from non-counseling duties so they can directly affect students.
- Teachers are doing a good job working with students and the resources available to them.
- Letters should be mailed to parents so they are aware of what's going on in the schools.
- There should be more focus on education and not the Texas Assessment of Academic Skills (TAAS) test.
- Lower the student-to-teacher ratio so students can have more individual help.
- All schools need a nurse.
- More money should be spent on tutoring.

- Parents do not have confidence in substitute teachers' ability to educate their children.
- Some classrooms are left unattended when the teacher is absent.
- There are not enough alternative schools and those that exist are not publicized enough.
- Special education programs need more funding.
- Schools need more money for field trips.
- HISD is really working to improve the curriculum.
- There are not enough ancillary teachers to provide enhancement to the regular curriculum.
- Too narrow a focus is placed on students passing the TAAS test.
- More alternative and Chapter 1 schools are needed to enhance learning and reduce class size.
- HISD has good teachers.
- Extra funding is needed to work with at-risk students.
- Overcrowding needs to be dealt with so student educational needs can be met.
- Implement more programs to improve study skills.
- There should be mentoring programs for at-risk students.
- Develop bilingual programs for parents.
- TAAS testing should be abolished.
- Increase teachers' ability to remove disruptive students from their classrooms.
- All elementary schools should have a bilingual program.
- The magnet school program needs to be expanded in the East District.
- Profiles should be developed on a grade-by-grade basis, along with a proficiency level management system for implementing instruction.
- Current methods for measuring student performance are not adequate.
- Teachers need more planning time if students' test scores are going to improve.
- Each grade level is teaching the essential elements specified by the Texas Education Agency (TEA). It is imperative that our curriculum address these skill areas in order to maintain the quality of education and remain competitive with other districts throughout Texas and the nation.
- HISD should make sure that teachers are adequately educated before they are hired to teach students.
- Students should be required to master the subject matter for their current grade level before being promoted to the next grade level. No more "social promotions."
- Teacher certification must be maintained in order to ensure a minimum standard for teachers. The state should mandate retraining for both teachers and administrators.

- We need more magnet programs on the East side so our children will not need to take a 6:30 a.m. bus to the other end of town to participate in such a program.
- All schools should be equally endowed with resources that are required to ensure a safe, high quality education for every child at every school. If these resources were currently allocated on an equitable basis, parents would not be camping out in long lines to put their children in a safe, quality school.
- Zero tolerance should apply to expelled students.
- More and more of our students will be competing in a global market. We should know how students in other countries are challenged, then challenge our students accordingly.
- "Vertical teaming" has been a positive influence for West District teachers.
- Lower the pupil-to-teacher ratio in the fifth grade (currently it is 30:1).
- Initiate the development of entry and admission tests for honors programs. Report card grades are not consistent between schools and programs (e.g., an "A" in the traditional sense is not an "A" in a vanguard program).
- Magnet schools siphon off top neighborhood students. All schools should be magnet schools.
- School programs need to address the different talents of students. Perhaps non-Vanguard schools should adopt more vocational-type programs.
- Schools are behind in technology and need updating now!
- Need various types of summer programs for students (e.g., art, drama, math schools, etc.).
- Summer programs need not be free. Many parents are willing to pay a reasonable fee. Offer sliding fee scale for low income families. Ask for corporate sponsorship to subsidize the low income students.
- Not all children have the same capacity to learn. The teachers should have time and patience.
- Slow learners should be given the same chance to learn as the gifted and talented students including the opportunity to go to magnet schools.
- Develop a math lab for each grade.
- Teacher performance and teaching techniques should be scrutinized.
- Magnet programs increase self-esteem, which leads to high test scores and successful students.
- The schools should have trained special education mediators.

COMMUNITY INVOLVEMENT

- The parental involvement specialist for the East District is a necessary position that is doing a lot to unite the schools on the East side and is getting parents more involved in district activities beyond local school level committees.
- HISD has become more community responsible and is working with community-based organizations. (*Alternative District*)
- The district needs more open, helpful community and parent involvement.
- Magnet programs need more district intervention and alternatives to traditional community and parent involvement programs.
- Continue to encourage business involvement in schools.
- The district should be sensitive to language differences when promoting parental involvement.
- Offer parenting classes to the community at their local schools.
- More focus should be placed on the positive aspects of HISD and not the negative.
- Parents and businesses will become more involved when positive things are publicized about HISD.
- The schools need more parental participation.
- There are many opportunities for parents and the public to get involved.
- Burbank Middle School offers free Saturday aerobics for parents while students are in tutorials.
- Herrera Elementary school's staff and community work well together as a team.
- The district should share more advisory council information with teachers and community.
- Inform teachers and parents how to access opportunities in the community.
- Communication at the central and campus levels is not effective.
- Work with colleges and universities to provide tutorial staff and volunteers to schools.
- The district has good communication with business, community partners and universities.
- Parents receiving any type of federal assistance should be required to attend the PTO and Parental Advisory Council (PAC) meetings as part of receiving their public assistance.
- Parenting classes should be mandatory.
- The district should develop an interdependence between entitlements and parental involvement.
- The district should try harder to get mentors from the local community to tutor students (e.g., policemen, lawyers, doctors, postmen, and business owners).
- Parent organizations need to be more organized. They should get parents involved by phone, door-to-door or whatever it takes.
- Information that should be provided by HISD to parents:

- Who and where do you report out-of-district children in your child's classroom?
- What type of information is required to be included in excuses from doctors?
- What is the protocol or chain of command for particular problems (health, child conflict, unresolved personnel conflict)?

- Site-Based Decision-Making (SBDM) committees are a great way to get parents involved.
- Schools are working hard to inform parents and surrounding communities about student studies and campus activities.
- Spanish versions of memos and notices sent home to parents from the district are generally distributed one to three days after the English version goes out. This is unfair to non-English readers.
- Project GRAD has given exemplary support to the Davis High school feeder pattern.
- Parents should have meeting notices mailed to assure they get them and to try to increase attendance at meetings.
- Mandatory requirements from the state level for parental involvement and business partnerships are needed.
- HISD should hire parent specialists to encourage and support meaningful parent involvement.
- Develop and promote parent conference days.
- Encourage retired members of the community to get involved in their neighborhood schools.
- Need more bilingual office staff.
- Workshops should be held at schools because all parents do not have transportation to attend off-campus workshops.
- Workshops are often held during daytime hours. This is good for those who are home during the day and for grandparents. However, for parents who work during the day, workshops should be offered in the evenings and on Saturdays.
- Parents need child care in order to get involved in workshops.
- GED programs for parents should be conducted at every campus, along with English as a Second Language (ESL) and literacy classes.
- The East Area Parent Conference was a positive step towards bridging the home-school gap.
- There should be a serious outreach program targeted to students who have lost their way and who do not have anyone at home to help them. As a teacher, there are many times I would love to help a child but I do not know the names of the agencies and organizations that are designed to help.
- Parents should be recruited to serve as tutors.

- Parents and the community have many opportunities to become involved through SBDM, PTO, and ad hoc committees. They must step up and take responsibility.
- Is it worth having one paid person in each school to support teachers' efforts to involve parents?
- HISD should work more closely with the City of Houston to increase business participation.
- The benefits of getting an education and finishing high school should be communicated to parents during their child's early school years to help parents motivate children to go on to college.

PERSONNEL MANAGEMENT

- All teachers attend diversity training so they can better understand the students they teach.
- The district provides numerous workshops and in-service opportunities.
- Increase training and staff development opportunities for paraprofessional staff.
- Staff development should be coordinated at the vertical team level by a team of teachers, administrators and parents.
- Teachers are underpaid, while upper management is overpaid.
- Principals should put more trust in their staff.
- Train all personnel to accept responsibility for the actions and tasks assigned to them.
- Individual schools should remove poor performing staff members to improve the quality of education.
- Allow principals and SBDM committees greater latitude in the evaluation and recommendation of personnel, rewards and/or dismissals.
- The substitute office needs improvement.
- Improve communication among teachers.
- Administrators should support teachers regarding disciplinary action.
- Outstanding teachers and principals should be recognized and rewarded.
- Training teachers at school is a good idea.
- Principals are well qualified and trained.
- Administration is too top heavy.
- All elementary schools need an assistant principal.
- HISD provides excellent staff development opportunities for teachers and administrators (e.g., Math Summaries, Guest Speaker Series, etc.).
- Speech therapists are needed in the schools.
- Employee appraisals are not effective.

- Increase teacher aide pay.
- Elementary schools need more counselors.
- More bilingual diagnosticians are needed.
- Everyone should be allowed a fair chance at a promotion.
- Re-introduce stipends for working in the tougher areas of Houston.
- The district should provide funding for counseling in all schools.
- Provide incentives to improve teacher attendance.
- Review each schools employee incentive plan for comparison and consideration.
- Maintain summer school pay.
- Teachers should be evaluated by their students and parents.
- There are too many teachers that are unhappy with their jobs and do not enjoy what they are doing. This may be because of poor pay, excessive paperwork, etc.
- Pay schedule should be evaluated to give teachers a salary that reflects the importance of their job.
- Give teachers a pay increase, but weed out the ineffective teachers.
- Recruit more minority principals.
- Institute an aggressive recruiting program for bilingual teachers. Hispanic children need more role models.
- Need more bilingual aides to help teachers in the classrooms.
- There are too many offices to go through to get needed personnel at the school level.
- Simplify recruiting process by recruiting at the area level rather than citywide; decentralize the recruitment process.
- The district has excellent teachers and principals.
- Counselors must service several different schools rather than each school having their own counselor.
- HISD should follow Senate Bill 1 (SB1) policy on contract renewals.
- HISD needs counseling centers or places where students can go to talk about their problems.
- The district needs more ethnic balance. For example, I have not seen any Asian staff in any schools in this area. (*Southeast District*)
- Teachers need more training and planning time.
- Teachers should be held accountable for their lack of progress.
- Staffing patterns should be re-evaluated.
- A better system for releasing inadequate teachers is needed.
- The district needs more special education teachers.
- Everyone at the school level is overworked.
- Staff development should be allocated more days during the school year.
- Criminal background checks should be done on all personnel.
- HISD should fund teachers continuing their education.

- There should be a formal process for parents and students to give feedback on teachers and administrators.
- Staff development programs are very poor. In-service training is rarely related to instruction.
- The salary schedule for teachers needs improvement. The difference between how much a teacher and how much an administrator earns is too great.
- Employee benefits need improvement, especially health insurance.
- There should be established methods for recognizing and addressing staff concerns.
- The salaries for support staff inadequately reflect how much they do for students, parents, and teachers.
- More support staff is needed on campuses.
- All support staff should have full-time contracts.
- Office staff should be required to take a public relations workshop.
- Teacher training should be increased and include cultural competency and sensitivity training.
- TEA should be aware of teachers who resign rather than are terminated for offenses against students.
- New staff positions are approved and people are hired all in the same meeting. This is not in keeping with the spirit of the Equal Employment Opportunity Commission (EEOC).
- Teachers should take more of an interest in their classes and should evaluate their students more regularly to see if they are really learning.
- HISD should show more appreciation for volunteers.
- Professional development should be conducted in the summer, not on Saturdays or during the school year.
- We need a faster process to hire non-instructional personnel.
- When an administrative vacancy occurs during the school year, a plan should be in place for speedy replacement to avoid a lapse in leadership.
- Several years ago, a special education supervisor position was removed. Now teachers are responsible for identifying students with special needs. Improper placements and confusion have been the result of regular teachers making special needs assessments.
- Administrators, teachers, and all staff should be on two-year contracts, not lifetime contracts.
- Performance should be the primary consideration for continued employment, as it is in any business.

FACILITIES USE AND MANAGEMENT

- Should install hot air dryers to cut down on storage and improve restroom hygiene.

- School facilities are poorly equipped to meet student, staff and faculty needs.
- The children need more privacy in the bathrooms.
- New facilities may be more cost-effective than upgrading.
- Bathrooms are frequently out of toilet paper.
- Maintenance personnel need to be held accountable for their campus upkeep.
- Build new schools to reduce overcrowded campuses.
- School gymnasiums should be available for community use and youth programs.
- Build more storage areas in classrooms (bookshelves, closets, shelves, etc.)
- Hire relief custodians who can and will work the hours of absent custodians. If the district must send someone to the schools classified as a plant operator, be sure the person is aware of the correct scheduled hours that must be worked. Sometimes substitute custodians work from 6:30 a.m. until 3 p.m. This leaves the rooms dirty because students leave the building after 3 p.m.
- Repairs should be made in a timely and efficient manner.
- More funds are needed to upgrade campuses.
- Install climate controls in buildings to facilitate individual classrooms and improve campus environments that would be more conducive to teaching and learning.
- Provide adequate parking on campuses for staff and visitors.
- Install elevators in multi-level buildings.
- There are too many students per classroom, preventing them from receiving the attention they need.
- School facilities should be available for civic groups and other organizations to use.
- Some school roofs leak, making things unsafe for children and staff.
- High performing campuses and those with good preventative maintenance records receive the same amount of money that low performing facilities receive; therefore, campuses with good preventative maintenance records are not rewarded.
- Older buildings are poorly maintained.
- Buildings and grounds are not properly maintained by maintenance personnel.
- Some teachers and parents volunteer to help make school buildings look presentable.
- All schools should have intercoms installed in the classrooms.
- New schools have been built to meet the increased student enrollment and older buildings have been renovated.
- Grounds maintenance crews respond promptly to requests for removal of graffiti. Graffiti comes off as fast as it goes on. (*North District*)

- North District maintenance workers, painters, carpenters, and tile/carpet crew take pride in their work.
- Some new schools are already overcrowded. Perhaps new district lines should be drawn to improve this problem.
- Air conditioning and electrical systems need repair.
- Structural defects in campus buildings need to be repaired.
- Hogg Middle school soccer field needs better lighting for after-school activities.
- Even though facilities are old, the administration has made efforts to improve them.
- Elementary schools need gymnasiums for physical education classes.
- Increase building hours for parent meetings and staff development.
- Crespo Elementary is a good facility. The principal is doing a good job.
- The air conditioning and heating systems at Deady Middle and Milby High schools are poor. Harris Elementary has a hole in the roof with a bucket placed under it to catch water as it leaks into the building.
- Southmayd Elementary has no room for a fifth grade level and the third grade is taught outside.
- The Southmayd Elementary library needs more books and materials; also, an expansion and renovation of the facility is needed.
- When it rains, children cannot play if their school has no gymnasium.
- Lewis Elementary is overcrowded and does not have enough teachers. HISD continues to provide temporary buildings, but we are out of property.
- HISD needs strict enforcement of health and safety codes.
- Bathrooms are frequently out of order.
- The Facility and Grounds Maintenance departments should be privatized.
- Some enrollment caps are not working; capped schools also have overcrowded classrooms.
- Maintenance crews should be using updated cleaning equipment.
- Use labor more efficiently.
- HISD schools are not in compliance with the Americans with Disabilities Act (ADA).
- We must invest in our schools to keep our property values up.
- How long must we wait for new schools in the East district?
- Facilities management and planning are often left to the building principal; teachers have very little input. As a result, new facilities are sometimes constructed when they are not really needed. Money is wasted when such facilities are not necessary.

- Construction supplies are wasted. The district needs to conserve its resources better. Supervisors should actively supervise their employees' job performance. Grounds maintenance workers have been seen socializing with other workers while on duty.
- It takes too much time to have something repaired or replaced and there are too many departments involved in the process.
- Although Clinton Park Elementary is well maintained, the school is more than 50 years old and needs to be renovated to make it a more modern and up-to-date school.
- HISD should solicit teacher input for the planning, design, and construction of new schools.
- Many HISD schools are dirty and run-down. Money should be distributed evenly to all schools to make them look equally as nice.

ASSET AND RISK MANAGEMENT

- The community does not see a need for a tax increase because the last tax increase has not shown improvements in education.
(Central District)
- Health care insurance provided by the district is horrible. HISD should have better insurance coverage for employees.
- The second phase of the bond issue should be passed.
- The schools should be responsible for student accidents on campus. Our children are your children when they are on your campus.
- HISD has the lowest tax rate in comparison to surrounding districts.
- The cost of employee benefits should be lowered.
- When I fell down during spring break, it took two weeks to get approval for medication.
- The lowest bid for employee insurance coverage is not always the best choice.
- Insurance plans are getting better every year.
- Too bad we can't keep the same doctor when insurance plans change.
- I do not agree with the proposed bond issuance if it will not benefit all schools equally.
- Promote HISD providing insurance coverage for students because some families have no other protection.

FINANCIAL MANAGEMENT

- The funds from the lottery should be redirected towards education.

- Smaller schools need consideration for special needs funding in addition to per pupil allocation. (*Alternative District*)
- Funds are needed to develop a program for slow learners.
- There should be independent, site-based financial management at each campus.
- Funds are not allocated equitably between areas.
- District employees should receive longevity pay once a year rather than several times throughout the year.
- Funds should be allocated to providing a quality education, improving school facilities and increasing teacher salaries. Less money should be allocated to administrative and management personnel.
- The community needs to be informed about what programs are improving reading, writing, and math skills. Spend money on what works.
- The current budget is working well.
- Public should be educated on how public school funding and management operates.
- Public schools do not have enough funding.
- The district actively tries to inform the public about how funds are spent. HISD is doing a great job of down-sizing.
- The budget department is available when you need them.
- There are too many financial offices.
- Give each school more control over their individual school funds.
- Allocate more funding for building and grounds maintenance.
- Developing the budget begins before test results are known and may not address instructional needs.
- School budgets should be managed by each area superintendent.
- Businesses should not be allowed to donate computers and software that are outdated and/or not functioning properly in order to take advantage of a tax write-off.
- Each area district or campus should have a business manager on staff.
- Financial reports should be accessible to parents and the community.
- There should be flexibility in moving budgeted funds.
- It was a good idea to cut some of the top management positions a few years ago and put budget authority at the campus level.
- Financial management is exceptionally poor. Basically, administrators handle all of the budgeting decisions, teachers are not really involved with the allocation of funds. This process may vary to some degree at individual schools.
- Schools should receive their budgets during the summer.
- Schools should receive their budgets earlier in the school year so that purchase orders may be processed faster and classrooms can receive necessary materials sooner.

- Busing expenses for all student field trips should be HISD funded. Funding should not be limited to just a few selected trips for some grade levels.
- Some schools are not receiving adequate funds, or perhaps the money is being misused by building principals. Site-based decision-making is a joke. Also, some schools do not have adequate teaching tools (dictionaries, wall maps, desks, etc.).
- All HISD area districts should receive equal treatment in the budgeting process. The budget for River Oaks Elementary students should be on par with the budget for East district students.
- Food Services should operate at cost. One million dollars plus is too great a loss.

PURCHASING AND WAREHOUSE SERVICES

- It takes too long for requisitioned supplies to arrive at schools.
- Campuses should be allowed to conduct site-based purchasing without going through central administration.
- Ignore the lowest bid and use vendors with the best quality and service.
- Provide alternative text books rather than threatening and penalizing teachers for lost textbooks.
- Increase capability for on-line requisitioning.
- Teachers should be able to purchase more instructional materials at cost.
- Reduce paperwork and processing time.
- Eliminate price fluctuation of warehouse items.
- Create short-order forms and develop requisition templates for IBM-compatible computers and Macintosh computers.
- Are water fountains available for installation in the schools?
- The Purchasing Department does a good job.
- MPAC software is not extended to its full capability.
- Simplify the purchase order system.
- Central administration has given schools easier access to funds.
- The lowest bid does not guarantee the best supplies.
- Requisitions are not processed in a timely manner.
- Warehouse items are of poor quality.
- Teachers need more materials to work with the children.
- Teachers are fighting for paper to copy materials they need for class. Sometimes paper has to be reused. Teachers make copies on both sides because there is not enough paper.
- Schools could contract with local retailers and negotiate the best deals for their campus.
- HISD purchases too much expensive equipment that is never used.

- PTO purchases of similar items are normally accomplished at lower costs.
- The turnaround time for purchasing requests is too lengthy. When we receive what we have ordered, we no longer need the items.
- A computerized ordering and purchasing system would result in faster turnaround times.
- Supplemental operating checks and money orders make the purchase of emergency items much easier for school personnel.
- Do not privatize at the expense of neighborhood family providers. Failure to consider the impact privatization would have on families would have an immediate and long lasting negative impact on children.
- More attention should be given to the environmental impact of purchasing decisions. The district should network with large corporations and solicit donations of computer paper, computers, etc.

MANAGEMENT INFORMATION SYSTEMS

- The SASI system is not working properly.
- The district is too dependent on paper.
- Communication among administrators in the regular and alternative schools needs improvement.
- HISD technology is at least 10 to 15 years behind the times.
- HISD should begin using Email communication among campuses.
- Computer centers should be in each classroom (four to six computers). Students should have access to the Internet.
- Install video conferencing capability at each campus.
- Equipment repair turnaround is too slow.
- We need more CD-ROM titles available through the film lab.
- Help schools set up individual campus World Wide Web pages for individual campuses.
- The district needs to set up a networking system (such as Internet within schools) and provide more computers so that the ratio of students to computers can allow for more student use.
- Schools should continue to work towards computer-based learning.
- Primary and secondary grades need more computers.
- Offer computer classes to parents and school personnel.
- School data should be centralized for easier access.
- Technology in the district has come a long way in the last year.
- More training sessions offered at convenient times are needed for SASI technical support.
- Computer operations must be user friendly.
- HISD should setup a full-time help desk for employee computer and technology questions.

- Outdated computers are still being used in classrooms.
- Are we on the road to getting computers in classrooms by the year 2000?
- Every school should have a computer lab.
- Technology throughout the district should be upgraded.
- Teachers should have their own voice mail.
- Tremendous efforts have been made in updating computer classes at R.P. Harris Elementary.
- The computer literacy of instructors must improve. Providing current software packages for instruction will increase student understanding of computers.
- Computers in our classrooms have provided an excellent resource for our children. Reading and writing skills have been built, which is helping us meet the TAAS challenge. HISD should continue to upgrade.
- There should be more teacher training for incorporating technology with instruction.
- Labs and classes should be specifically designed to be current, up-to-date and in-line with the Information Age.
- Instructional technology is lacking. Computers are mainly for teacher use in individual classrooms. At Furr High School, computers are not used for instruction, except for computer classes.
- Computer networking for classrooms should be funded entirely by the district, not from school budgets. The students get really excited about using the computers. We want more programs and software.
- At Gallegos Elementary, students look forward to working in the computer lab. All schools should receive more funding for software especially the lower grades so that students become computer literate at an earlier age.

FOOD SERVICE

- The students should be served less processed foods and more fresh, all-natural foods.
- HISD should bring in some fast food chains.
- Increase salaries of food service workers.
- Improve quality control.
- Include Weight Watchers menus as an option for students and staff.
- Monitor the expiration dates of items served.
- Students should be educated on what makes well-balanced, nutritious meals.

- Students and parents should have input in the development of school menus.
- Cafeterias should have sandwich and juice machines rather than candy and soda machines.
- A review of the free lunch program is needed.
- Cafeteria workers should take training courses on how to provide quality service.
- Cooks should prepare food from scratch instead of only opening cans and serving pre-cooked food.
- Extermination should be conducted more frequently.
- Food Service needs more funding.
- Cafeteria workers should never handle food with their bare hands. Workers should wear gloves at all times.
- Cafeteria workers should be instructed that it is not acceptable to yell at students.
- Sometimes food is distributed inedible or expired (melted ice cream, sour milk, etc.).
- Waste can be reduced by offering kids items they will eat.
- Too much cheese is being served.
- Why aren't students given the option of water with their meals?
- Who supervises cafeteria workers, checks the quality of the food, and the treatment/service provided to the kids? Are menus prepared and distributed in Spanish?
- Costs could be cut by decentralizing food service from campus to campus; free and reduced breakfast/lunch costs would be reduced.
- Develop a better system of getting students through food lines.
- Healthy, low fat and good food is served daily. (*North District*)
- Food service staff have positive attitudes when meeting and helping students. (*North District*)
- Students receiving free and reduced lunch should be required to give more proof of income to qualify.
- Too much food is being thrown away.
- Larger portions of food should be served.
- We have excellent Food Service workers. (*South Central District*)
- Insects have been found in food. (*South Central District*)
- Menu items and choices are not always available.
- Students should be served less fatty foods.
- Each school should have a salad bar.
- Research the efficiency and effectiveness of privatizing Food Services.
- The Free and Reduced-Price lunch program is mismanaged.
- Cafeteria lines periodically become extremely long because cashiers must separately enter each item purchased.
- Allow schools to have control over their individual food services.
- Snack bars should provide more variety and health-conscious food options.

- My child has given up on waiting in lines that snake out the doorway. He is faced with two choices: a) wait in line for lunch; or b) eat junk food because it can be quickly purchased.
- Replicate Lovett Elementary's food kiosk in the cafeteria that sells the "extras" (chips, cookies, ice cream, pickles, etc.), and is run by HISD Food Service. This would eliminate students re-entering the hot lunch line. Also, sell milk from the kiosk for brown baggers.
- Overcrowded schools mean that some students start lunch at 9:30 a.m.
- At Furr High School, the food is terrible. Often the cafeteria runs out of food before the last lunch period ends. The menu is limited and not very healthy. More vegetables and salads should be served.
- Some improvements have been made at Furr High School after meeting with the district manager. However, there is still room for improvement.
- Meals contain too many starches, they should include all the components of a well-balanced diet.
- At Wheatley High School, the food is great.
- The food is delicious at Gallegos Elementary! Workers are always smiling and friendly with the children. This makes a big difference in starting the day.
- Clinton Park Elementary needs an updated kitchen and ice machine, plus a new menu and all new equipment.
- Cafeterias should not serve leftovers.
- Hire a registered dietitian or nutritionist to create better menus and food planning.
- The Food Service staff should be ethnically diverse.
- Too much junk food is served in high school cafeterias.
- The attitude of the cafeteria manager should be to please the customer. We need improvement with problems such as uncooked food, burned food and small portions.
- Food portions are not served equitably or suitably for most children. Some children are left wanting more.
- The price of food in HISD is too high. An adult is usually given a child's portion even though he or she pays an adult price; this is unfair.

TRANSPORTATION

- Increase bus driver salaries.
- The process for hiring good, qualified, drug-free bus drivers should be revised.
- All alternative school students should be provided transportation.
- Route assignments take too much time to complete.
- Buses should be equipped with seat belts.

- Buses should receive regular maintenance to keep them in good working condition.
- Re-establish the "late" bus concept for all schools in the district (extended day care, tutorials).
- Notify magnet and Vanguard school coordinators when any bus route will be late or when a route pattern will change.
- HISD needs additional bus service, some children must wait at school too long for a bus.
- Provide crisis training for bus drivers and monitors.
- Bring back the van pool concept.
- Many buses in the Northwest district are not receiving the proper maintenance service.
- Transportation should be available to all students in all grades. It is unacceptable to expect students that live under two miles to walk or find other arrangements.
- Do not pair teenage special education students with elementary students on the same bus. Special education teens want to be treated like teens.
- Bus drivers doing clerical work only receive a bus driver salary.
- Buses are dirty, some have mildew and graffiti on them.
- Some mechanics do not work and buses breakdown frequently, leaving students stranded for long periods of time.
- There is too much misbehavior on buses. Are the children safe?
- Drivers should be allowed to enforce tighter discipline and remove disruptive students.
- Purchase additional buses to reduce the number of routes.
- Bus scheduling is not efficient.
- Some students spend too much time riding the bus.
- Students should be picked-up and dropped-off in safe environments, not near open lots.
- After-school activities should be provided transportation.
- The district should cover transportation costs, not the schools.
- Transportation for disabled students needs improvement.
- Schools should have more crossing guards.
- HISD has an excellent transportation system for such a large school district.
- Provide drivers and assistant drivers with crisis training.
- Buses should be equipped with seat belts to ensure student safety.
- Physically challenged students need better transportation.
- Bus drivers do not speak Spanish. (*Southeast District*)
- Buses are dirty and worn out.
- Transportation for the students at our school is bad. The students have to cross very busy industrial streets to get to school. (*Southeast District*)
- Is it really cost-effective to have a huge bus barn and so many buses?

- Special education kids need bigger buses with air conditioning.
- More buses are needed to eliminate overcrowding.
- Some children are picked up too early and dropped off too late.
- The West area needs a high school. Currently high school students are transported too far to attend Lee High School.
- Schools with capped enrollment are a reason some bus routes are too long.
- Five-year-old children should not be picked up at 6:30 a.m. and dropped off at 5 p.m. Neighborhood schools are vital to keeping children and their parents motivated and involved. Busing does not promote this.
- Children who are bused into non-neighborhood schools lose the opportunity to have their parents involved in their school on either a volunteer basis or just by being available for conferencing with faculty.
- I would like to see radios installed in all buses. This would allow drivers to contact supervisors when there is a breakdown.
- Some parents have kids walking approximately two miles to school. That is wrong in today's world. We have neighborhood buses that are within two miles.
- Make sure bus drivers have a decent driving record.
- Pools of buses and cars should be formed to provide transportation, especially for after-school activities, perhaps in the format of a shuttle bus system.
- Special education aides are needed on bus routes for special education students.
- I surely appreciate the transportation that my children have received up to this day because it is a lot of responsibility for the bus drivers.
- Schools should have a safe, covered, pick-up and drop-off area for buses, especially during inclement weather. Students often wait 30 minutes when it is raining. Drivers need someone to ride along with them to assist in keeping order on the bus.
- The district should provide transportation for students that wish to stay after school for tutoring.
- Bus drivers are doing a great job.
- Bus service thus far is great.
- Gallegos Elementary needs HISD buses.
- Drug testing should be ongoing.
- HISD buses should pick-up students at their homes, not on the corner.

SAFETY AND SECURITY

- Oates Elementary should develop a less congestive method for parents to pick-up and drop-off students in front of the school. Buses and cars load and unload students in the same area, which causes too much congestion.
- Teach nonviolent crisis prevention and intervention techniques in the schools.
- Uniforms are working well.
- More security is needed on all campuses, not exclusively on at-risk campuses.
- Taxpayers should demand and fund quality law enforcement in the schools.
- Re-institute paddling as a method of discipline in the schools.
- Solicit neighborhood and community involvement for campus safety and security.
- Parents' support of discipline is needed.
- Suspended students should not be allowed to make up missed class assignments.
- Place emergency buzzers in all school classrooms.
- Install surveillance cameras on large campuses; those with multiple floors or are spread out over large distances.
- Lock school gates to protect employee cars.
- Enforce the policy that requires visitors to sign in at the front office before visiting a classroom.
- Assign at least one police officer to each campus from either the Houston Police Department (HPD) or HISD.
- Buildings should be more secure to prevent theft.
- Provide instruction on how to be a safe campus.
- Campus security has improved.
- There should be more student in-house suspension. (*Central District*)
- New procedures reaffirming current board policy regarding school visitors help ensure the safety of students.
- The North district Safe School Program should be expanded district-wide for all elementary schools.
- The North district needs more crossing guards.
- Elementary schools need added security.
- More teacher aides are needed to monitor students after school.
- All district employees should be subject to criminal background checks.
- The Parents on Patrol Program should be on every campus.
- More flashing lights and speed bumps should be installed near schools.
- HISD's gang task force is doing a great job.
- Don't treat students like criminals.
- Need more officers monitoring school zones.
- Classrooms should have intercom call-back capability.

- More HPD support is needed to enforce violations around schools.
- Zero tolerance is not enforced.
- Our sub-district hires its own officer to visit our schools, but we need more. (*Southeast District*)
- HISD police need more in-service training on how to deal with students.
- Problem students should be sent to detention schools.
- More adult supervision is needed after school.
- Conflict resolution and mediation training helps students.
- There is a general feeling of safety at Shadowbriar Elementary.
- Buildings are secure. However, parents should be held accountable for the actions of their children.
- Parents need immediate notification from school if they are to assist in managing a child's behavior.
- Discipline is lax and procedures are inconsistent and ambiguous. It is very difficult for a teacher to remove a student from the classroom who is being disruptive.
- There should be on-site security during extracurricular activities.
- Safety is what every parent wants in a school. We are working hard to ensure that everyone (students, faculty, and staff) is safe.
- Campus buildings should be locked during school hours. Access by visitors should be controlled at a centered location to prevent unauthorized entry by people off the street.
- Discipline, guidance, and security should be increased at the middle school level where it is needed most, and students are at an age they can be changed.
- I feel more confident in my son's safety at Jackson Middle School than I thought I would. This school is much improved.
- Door-stoppers are needed on restroom doors. Students cannot be monitored effectively if the doors are closed.
- More alternative schools are needed for disruptive students.

Appendix K: District Organization and Management

Focus Group Comments

Several focus group sessions were conducted during the early stages of the review process. Groups of parents, volunteers, district personnel, community and business leaders, as well as the general public were invited to participate in the sessions. Information obtained from the sessions helped guide the review team throughout the management and performance review. The following is a summary of comments received from the focus groups.

District Organization and Management

SHAPE Community Center (Youth Group)

- "District administration does not care about educating us."

Magnet Program Advisory Board

- Focus group participants were impressed and pleased with the performance of the district superintendent.
- Decentralization is a good attempt to get decision-making closer to the schools.
- Overall, the district is improving. Positive changes are being made to improve the quality of education.
- Some school board members are serving the district well, others have tunnel vision.
- Principals have more ownership and have direct responsibility for their campuses.

Houston Federation of Teachers and The Congress of Houston Teachers

- HISD administrators do not communicate well with teachers and organizations.
- District administration does not realize that Lee High school has improved.
- HISD expectations of teachers are too high to realistically accomplish.
- The Houston Federation of Teachers (HFT) has a good working relationship with the superintendent. However, when HFT meets twice a month or the District Advisory Committee holds meetings, the superintendent does not attend. They would like the superintendent to attend their meetings more often.

- The district's legal bills are steadily increasing. Legal expenses have doubled since 1985 and the district retains more lawyers.
- The district does not settle legal disputes at the lowest, effective cost.
- Consultants the district use in various areas cost a lot of money.
- The district hired consultants to provide analysis of the cost of insurance benefits to assistant deputy superintendents. HFT informed top administrators that HISD could not self-insure because of employee demographics and the district pursued self-insurance anyway.
- The district did not provide training prior to implementing Shared Decision-Making (SDM).
- Teachers are not getting support from the administration.

West District Community Leadership

- The superintendent has a hands-on approach to running the district.
- The superintendent has been effective in obtaining the involvement of the business community.
- The appointment of area superintendents has worked well in HISD.
- The West area-district has great principals, they are very efficient and effective.

Citywide Parent Teacher Association (PTA)

- The district does not share the entire budget with SDM committee for review.
- Some principals chose the parent to be on the SBDM committee rather than allowing the parent to be chosen by a vote of the committee.
- Senate Bill (SB 1) says parental representatives cannot be employees of the district. However, there have been parental representatives employed by the district.
- The Board has done good job of turning money and power over to schools.
- No one is held responsible for district-wide decisions (e.g., block scheduling).
- The district employees should be more responsive to parents.
- HISD has improved because of area superintendents and decentralization.

Asian Civic Leaders

- Because of decentralization, sub-district administration responds better and faster to schools.

- SBDM committee members do not have power. Cohesiveness between the campus principal and teachers is a very important factor.
- There is still too much central administration even after decentralization into 12 sub-districts.
- There is only one Asian assistant principal in the district.
- Some principals are unable to work with teachers.

Hispanic Civic Leaders

- The school board should have more Hispanic representation because of the size of the Hispanic community in Houston.
- The superintendent is responsive to the community.
- The Board is controlled by a few members, particularly those from the southwest area.
- HISD does not have enough Hispanics in administrative positions.
- Central administration wants to keep control and does not want true decentralization.
- Campuses located in large Hispanic communities should have Hispanic principals.

Probation Officers, Social Workers, and Therapists

- The district is responding to zero tolerance.
- Probation offices should be located at the campuses.
- Students are not being tracked (i.e., transfers or dropouts).

Youth Group Association Leadership

- Focus group participants found Dr. Paige to be available, approachable and visible in the community.
- School principals are the key to whether or not decentralization will be good for the district. It is too soon to tell how well it is working. However, the concept is very good. A lot more training is needed for principals to be totally effective at management their campuses. SBDM is also an excellent concept, however, both decentralization and SBDM need more refining. As recently as last year, many of the area districts had different holidays, and it was disruptive. The entire school district needs to be on the same holiday/vacation schedule. There are many district-wide, community-based initiatives.

Volunteers in Public Schools (VIPS)

- The superintendent has handled diversity of communities very well.

- The community is not advised of progress board members make in fulfilling campaign promises once members are elected.
- The superintendent needs to respond to more letters and attend more meetings.
- Administrators at Kashmere Gardens Elementary do not make parents feel welcome. They do not communicate with parents in a timely manner.
- Area superintendents need to pull ideas and programs together to help the low-performing schools in their districts.
- The school board and superintendent should be responsible for ensuring that all schools offer the same curriculum and quality of service.

African American Civic Leaders

- The school board is very political. Currently, the board has nine single member districts. The district should consider adding "at large" positions. Many school board members only view issues based upon how those issues will impact their constituents. School board members should evaluate issues based on how they impact the district as a whole.
- School board members need to have more open and honest dialog.
- More qualified school board members are needed. Some school board members are housewives. HISD has a \$1 billion budget. The district needs school board members with some level of business sophistication to operate it properly.
- Since Dr. Paige became the superintendent, there is a lot less "in-fighting" on the board. Most issues have obviously been decided before the board meetings.
- The district may need to have "mini" board meetings at area management districts. While school board meeting appear more organized and run smoother, there are limited opportunities for parents and citizens to comment on issues that are important to them. There should be some forum for parental input at school board meetings. "Mini" board meetings at area management districts may be the most appropriate forum for parental input to the board.
- Dr. Paige is not afraid to ask for outside help or seek professional expertise in areas where the district has been weak. The downtown business community has become a lot more involved with the district, and this involvement has helped to improve district operations.
- Some principals are implementing site-based decision-making well, others are not. Principals need more training. Many principals are being asked to perform functions for which they are not trained

(i.e., making more difficult budgeting decisions, being more knowledgeable about maintenance repairs, etc.).

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- The superintendent listens to the 12-District Ad-Hoc Principals Committee. Campus principals voice their concerns through this committee. The committee meets with the superintendent to discuss SBDM issues.
- The superintendent is a good motivational speaker.
- The superintendent takes the time to respond to principals.
- Principals feel that SBDM, enables schools to provide more personalized services. SBDM is moving more service to the schools from the district office (e.g., campuses now have a technology customer service representative).
- Security services are also being decentralized Campuses now have roving security guards.
- The area superintendents now have instructional support teams that assign supervisors to districts. Area district staff are more available and responsive to campuses.
- SBDM requires more parental interest.
- Principals indicated that SBDM is a slower process and cuts efficiency because decisions must go through several committees (the campus level committee and the superintendent's ad-hoc principals committee).
- SBDM has moved central office functions to the campuses without staff support. If campuses have funds available in their budget, additional staff can be hired to support additional services. Not all campuses have enough money in their budget to hire staff.
- A principal stated that the strategic plan for the coming school year provides for SBDM specifically related to technology and instructional services.
- Principals feel that there are too many layers between management and the superintendent. Currently, requests go from the campus, to the area district office, to School Operations, and finally to the superintendent. Principals suggested eliminating the step requiring school operations to approve requests.
- Principals have asked for the development of a monthly district calendar, but have not received it in a timely manner.
- Principals indicated that the district administration is aware of the problem with internal communication, because teachers complain at the campus level.

Tejano Democrats

- Decentralization is a good idea. However, the district should prepare financial and operational reports by sub-district in order to make meaningful comparisons and improve efficiency and effectiveness.
- The East district (predominantly Hispanic) is the poorest sub-district. HISD should fund all sub-districts equally.
- SBDM committees need to be improved and open to more parents. Committee meetings are held at 2:00 p.m. when most parents are still at work.
- Many principals do not make parents feel welcome in the schools. Predominantly Hispanic schools should have a Spanish speaking principal or assistant principal.

Open to the Public Meetings (Four open meetings were held during May)

- The educational needs of students are not the primary focus for school board members.
- HISD teachers are afraid of the administration.
- Board members are not responsive to the electorate, only to special interest groups.
- School board must allow time for new programs to work.
- The superintendent should be an educator as well as a business person.
- Decentralization is not effective.
- Decentralization will work if qualified and competent workers are placed at each level.
- Site-based decision-making is ineffective.

Educational Service Delivery and Performance Measures

SHAPE Community Center (Youth Group)

- Some teachers do not care if the students learn or not and have said so verbally.
- Some teachers have had physical confrontations with students.
- Teachers do not slow down to answer questions and do not take the time necessary for students to understand the subject matter.
- Students feel they learn more in the SHAPE Community Center alternative program because instructors seem to care.
- Students feel that teachers at their regular school do not believe in them or instill confidence in them.
- There is no due process for students when a teacher sends them to the office. The principal takes the word of the teacher without question or investigation.

Magnet Program Advisory Board

- There has been continuing continuity in the magnet program since 1993.
- Lower the student-to-teacher ratio.
- HISD student test scores *must* improve.
- Remove ineffective teachers from the classrooms.
- Some teachers do not display enough professional commitment.
- Programs should be equalized throughout the sub-districts.
- Private schools are attracting HISD's top students.
- Combining high achieving students with low-performing, problem students adversely affects scores and stunts the growth of the magnet program at each school.
- Magnet schools are the most effective learning environment. Schools within a school perform second best with test scores.
- Principals should be held more accountable for campus and student performance.

Houston Federation of Teachers and The Congress of Houston Teachers

- Students know they will be passed to the next grade level regardless of their academic performance.
- The district is not addressing the problem of slow learners. Special programs or tutoring does not exist.
- Teacher input is ignored.
- All English as a Second Language (ESL) students are exempted from TAAS testing for up to three years.
- HISD should develop a remedial reading program for all students.
- Teachers would like to teach a proven, effective phonics program.
- There are too many teacher workshops and not enough time to perform other duties.
- HISD suffers from a lack of classroom materials. Copies of lessons are made and distributed to students because of a lack of workbooks (copies cost money).
- Elective courses and instructors should be given more respect.
- Student scheduling performed by School Administrative Student Information (SASI) system is not very good.
- Universities are not training students to teach the basic courses; rather they are teaching how to promote "self-esteem" in children.
- HISD Fine Arts and Social Studies departments only have one full-time employee for the entire district.

West District Community Leadership

- Magnet school programs are wonderful.
- The Gifted and Talented and Supplemental Inception of Gifted and Talented Students (SIGHTS) programs address students who would otherwise go to private school.

- Many parents are sending their children to private school because of a lack of programs and the condition of facilities in HISD.
- Students report that substitute teachers are not teaching (the focus group did not know if there are isolated or widespread incidents).
- Every high school should have a magnet program (e.g., science, math, arts, etc.)
- Managing truancy is a problem because of limited manpower (the West area-district has only one truancy officer).
- Although the Knowledge Is Power (KIP) program for at-risk 5th and 6th graders is effective, parent participation is essential to continued success.

Ripley House Center (Youth Group)

- Some regular education teachers do not listen to students.
- Some teachers do not take extra time to teach a subject area if students do not understand.
- Ripley House Center teachers take the time to listen and explain things.
- Some coaches are abusive and violent with students (e.g., push and pull students).
- Students feel that principals and office personnel always believe teachers and not students.
- Students in the Ripley program feel they are learning. They have more time to complete assignments and believe they learn more at Ripley House than in regular school.
- Students feel that the Ripley House teachers don't give up on students.

Houston Association of School Administrators (HASA)

- Decentralization has taken people away from curriculum.
- Development of student schedules needs continuity.
- There is no accountability throughout the district.

Citywide Parent Teacher Association (PTA)

- Give teachers more time to teach by reducing some of their administrative work.
- The Special Education program needs more district support.
- Magnet programs need performance measures to justify staffing and funding.
- HISD should provide job entry programs for students who have decided not to go to college.

Asian Civic Leaders

- Private school education is more beneficial to students and less costly per student than HISD.
- There is less bureaucracy in private schools.
- Asian children feel left out of bilingual education.
- Texas Assessment of Academic Skill (TAAS) is practiced so often that there is no time for anything else.
- New, innovative ways to teach children are prohibited by principals in many cases.
- Principals claim money is the reason why their school cannot implement innovative teaching methods.
- TAAS should be added to the regular curriculum if students continue to fail the test.
- Fifty percent of students who pass Algebra and TAAS are failing the TASP college exam.
- Math scores are high for Asians, but reading and writing scores are low.
- Teachers lower their standards and slow down teaching because of slower learning students; thereby penalizing the students that are not slow learners.
- Some behavioral problems in students are caused by repetitive teaching. Students get bored in class and act out.
- When students are not taught English well enough, they revert to speaking their own language.
- Some exemplary schools have good TAAS scores, but poor Scholastic Amplitude Test (SAT) scores.
- English as a Second Language (ESL) preserves a child's language in addition to teaching English.
- ESL should be used only to teach English, not preserve a child's language.
- Public money should not be used to support one culture over another.
- Quotas are used for admission to magnet and vanguard schools.
- HISD does not take the time to properly process grants.
- No one on the campus level knows how to apply for a grant.

Hispanic Civic Leaders

- Enlist volunteers and organizations to monitor students after school or ask parents to pay a small fee for this service.
- Teachers could be paid extra money to monitor students during after school programs.

Probation Officers, Social Workers, and Therapists

- Inform principals of where to find social workers and the availability to funds to pay them.

- Principals need more training and technical support.
- Students should be treated like "customers."
- We are pleased with the Detention program. The district accepts grades earned by students participating in this program.
- The Terrell and Harper Alternative Programs are serving a limited population of the district.
- We are concerned that the Terrell and Harper programs are not teaching students, only housing them.
- Alternative programs do not focus on behavior modification.
- All schools should be magnet program schools.
- HISD curriculum should address not only basic skills, but life skills as well (e.g., self-esteem, responsibility, discipline, etc.)
- The Safe Schools Program at Barry Elementary is addressing communication across cultural lines, by taking a positive and preventative approach.
- The uniform policy should be enforced in all HISD schools.
- Schools are informing parents when their child is truant.
- Harris County Intake Court Services has field supervisors who work with schools and students directly. Supervisors request a student's cumulative profile from attendance clerks or registrars and many times do not receive a student's cumulative data. Students wait at Juvenile Probation School or Youth Village because social workers are unable to obtain their records.

Youth Group Association Leadership

- HISD's dropout rate is very high. The district is not making a large enough effort to lower the dropout rate.
- "Home room" period should be instituted in schools again. Many students have no one to connect with in school. Attendance is taken during second period. Students don't get to know teachers anymore.
- Too much emphasis is placed on the TAAS test.
- Some schools fail high school seniors without informing their parents throughout the year of possible failure.
- Regular, "middle of the road" students are slipping through the cracks. There are a sufficient number of programs to help gifted and talented students and poor performing students. Average students need more personalized attention.

Texas Southern University (TSU) and the University of Saint Thomas (UST) Interviews with Professors of Education

- The teacher certification program coordinated through the Houston Consortium Partnership provides a service to both students, teachers, and schools.

Volunteers in Public Schools (VIPS)

- Parents feel that some teachers and administrators who are not residents of community in which they work do not treat them with respect.
- HISD needs more math and science magnet schools.
- The HISD curriculum should be more challenging to students.
- Teachers should dress more professionally.
- Kashmere Gardens Elementary has not had a counselor in two years because funds are not available in the budget.
- Fleming Middle school is a magnet program in name only because it does not have adequate resources to support its magnet programs.
- HISD is not doing a good job of preparing students who do not intend to go on to college (i.e., Houston has many high tech and chemical companies and HISD is not training students for jobs in these fields).
- Students residing in the neighborhood of a magnet school program do not necessarily get to go to that school.
- All HISD schools should receive equal funding.
- More summer programs are needed for HISD students.

African American Civic Leaders

- Magnet programs were initially designed to alleviate segregation in the district. Magnet programs should be reviewed so that they enhance student learning more.
- Magnet programs tend to segregate good students from poor performing students. Resources are not the same for magnet school students in regular education programs.
- HISD students need to be challenged more. One participant has two children that attend HISD and one of the children rarely has homework.
- Teachers at many schools have very low expectations for students. They do not expect the students to do well in school.
- Teachers and principals need to carry themselves in a more professional manner. In many instances, it is difficult to discern teachers from the students because teachers may wear jeans and shorts to school. Principals also dress too casual.
- Vocational academic programs are thought to be sub-par at HISD. Some students are not going to attend college and need to be better prepared to transition directly into the work force.
- HISD students need stronger curriculums in math and science. The district should research the of where future job growth and develop vocational education curriculums to fill those voids.

- The district should also explore realigning grade levels for middle school and high school. Many HISD students have socialization problems. These students are not physically nor psychologically prepared for what they face in school.
- Social service delivery systems should be administered through the schools (i.e., Aid for Dependent Children [AFDC] and food stamps). This will force parents to come to school more often and check on their children.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Principals indicated that "Project Access", which is the curriculum for the entire district, was started by the previous superintendent, Dr. Paige has used the project and feels it is a good starting point for HISD the district needs a more rigorous curriculum.
- Staffing ratios in campus buildings should be reviewed, particularly at high schools. Principals feel ratios are too low and that HISD is competing for teachers and staff with surrounding districts that pay better.
- Counseling services in elementary schools should be based on a formula. The formula should take into account the school budget, student enrollment, and equity. The formula should consider large "at-risk" and large "college bound" populations.
- Teachers need sensitivity training.
- Psychologists are needed in the area district offices.
- Allocation of staff and personnel should be based on the number of programs a school administers, not school size.
- The budget is prepared by the school board and principals feel they do not have enough input.
- Principals hope the bond election passes, but believe it will only address facilities issues.
- Elementary schools that do not have an assistant principal should have a Dean of Instruction to assist the principal.
- Each school needs a business or financial manager to handle payroll and substitute teachers.
- Magnet programs instill pride in neighborhood schools and give parents freedom of choice.
- Principals are concerned with the shortage of bilingual teachers, but feel that the program is very effective.
- Principals are having problems with compliance and compensatory time for the special education program. Some campuses have a large special education component and other campuses do not.
- Principals complain about the lack of well-trained bilingual staff. The district does a good job of recruiting, but the issue is the

difference in pay differential among neighboring districts (i.e., bilingual staff earn more in neighboring districts).

- The regular education component, specifically math, needs to be strengthened. TAAS scores are low in math and there is also a shortage of math teachers in the district.
- Principals want to be able to release campus personnel who are not performing without completing a lot of due process paperwork.
- Many teachers are not taking their continuing education credits, and some are only taking the minimum required. Principals want teachers to be current in their field.
- The Teacher Incentive Plan has helped motivate teachers to continue their education. However, there is no incentive for clerks or aides to continue their education.

Tejano Democrats

- The district has no bilingual diagnosticians to determine the needs of students. Many parents must take HISD to court in order to get the district to put their children in the appropriate special education program.
- The district needs more bilingual counselors and certified teachers.
- There is no formal process to inform parents when students are not performing well.

Open to the Public Meetings (Four open meetings were held during May)

- Middle school students don't know how to read or perform basic math calculations.
- Students do not spend enough time in the Career World magnet program. Only two days per week spent in the program.
- Hispanic students cannot read the TAAS test because it is in English and they are capable of doing the work.
- Teachers need more flexibility with classroom management. HISD does not give enough support to teachers in the discipline of students. Children behave better in elementary vs. middle and high school.
- There are too many students in middle and high school classrooms. Decrease the student to teacher ratio.
- There is too much focus on TAAS testing.
- If the students don't pass the TAAS test, then teachers should be fired.
- Students should be trained for the future and not for the present.
- TAAS should be given to students unannounced to test learning, not memorization.
- Social promotion occurs often in HISD.

- A program should be implemented to help teach parents how to assist their children with school work.
- Technical Preparation (TECH PREP) programs should not be allowed to determine which students go to college and which students do not go to college.

Community Involvement

Magnet Program Advisory Board

- Cultural differences have an impact on parental involvement.
- Parents reach out to magnet programs for the exposure to higher/stronger morals and values.
- HISD informs the community about things going on in the district.
- Schools provide information for parents. It is the students' responsibilities to take information home and the parents' responsibility to ask for the information.
- Marquees in front of campuses are effective in providing information.

West District Community Leadership

- West area-district has fabulous community involvement.
- Principals work well with PTO and teachers (e.g., Family Night, Speaker Series, etc.)
- Lee High school has a large population of Hispanic students. Programs are needed to get the parents of these students more involved in school activities.
- Media should portray the district more favorably to help keep kids in public school.
- Parents should be informed of the damage they are doing to students by constantly moving throughout the city. In the past, the district worked with the Houston Apartment Association to stop promoting first month's rent free.
- Houston Community College is at Lee High school providing English speaking classes and college credit courses. This is which is a great program for parents and students.

Houston Association of School Administrators (HASA)

- District communication has greatly improved. For the past three years HISD has held Town Hall Meetings).
- The district is effective in attracting business partnerships.
- HISD need to improve its method(s) of informing the community about school activities.

Citywide Parent Teacher Association (PTA)

- Parents need improved reporting from the schools and the school district. There needs to be better dissemination of information to the parents and the PTO/PTA organizations.

Asian Civic Leaders

- Asian parents do not feel welcome or taken seriously; therefore, they are intimidated by teachers and principals.
- Many parents are unable to attend school functions because they work multiple jobs.

Hispanic Civic Leaders

- Many feel the media only covers negative stories about HISD.
- The business involvement in schools has increased, thereby benefiting both schools and students.
- Students are excited about and sponsoring clubs and organizations that promote community service.
- The Houston Hispanic Forum is very involved with schools and helps Hispanic children with school.

Probation Officers, Social Workers, and Therapists

- Schools should seek out and involve parents who are professions, but are working as maids and custodians because they do not speak or write English.

Youth Group Association Leadership

- HISD does a better than average job involving the community.
- Schools should be opened for community-base organizations to conduct programs for students.
- HISD should be more proactive in determining community-based activities.
- "Latch-Key" kids need a safe and supervised environment to go to after schoolcommunity-based organizations conduction programs on campuses would be one solution.

Texas Southern University (TSU) and the University of Saint Thomas (UST) Interviews with Professors of Education

- A newsletter would facilitate communication between HISD and local universities.

African American Civic Leaders

- HISD needs to identify community-based organizations that can assist with restoring positive values in schools. Some parents are very young and don't have adequate parenting skills. Community-based organizations such as churches and United Way-funded organizations would help fill the voids.
- Parents need to be more involved in schools. In many instances, parents are not respected when they visit schools. They are not made to feel welcome because they are poorly educated. Parents don't continue visiting schools when they don't feel welcome.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- HISD does a good job of involving community-based organizations in the schools.
- Some campuses have more parents involved while other campuses have less.

Tejano Democrats

- Parents need more information. HISD sends information home with students and most of the information sent is never received by the parents. The district needs to find a more effective way of disseminating information to parents.
- More information on the educational channel should be broadcast in Spanish. Many of the programs are very good, but if parents don't understand English well, they do not benefit from the programs.

Open to the Public Meetings (Four open meetings were held during May)

- It is difficult to get parents to come to school activities.
- Parents are not informed about activities and programs in a timely manner.
- Some students do not give their parents the notices that are sent home with them.
- The district does not use the media to enlist community participation, nor does HISD actively publicize the positive things going on in the district.
- Teachers would like parents and the community to really understand what it is like to try to teach a classroom filled with students. *Suggestion:* Film different classes then allow parents to view their child's disruptive behavior.

- Communication between the Hispanic community and HISD needs improvement. In the Northwest district, Spanish translation of weekly communications is sent out three days after the English version has been sent. This is a factor in low parental turnout. More bilingual teachers and staff are needed on the campuses.
- Counselors are unable to communicate the importance of TAAS and credits to Hispanic parents, causing these parents to feel frustrated and left-out.
- Schools with a majority Hispanic population do not have enough business participation/partners.
- Students are not receiving hands-on experience in the business community.

Personnel Management

Magnet Program Advisory Board

- Teacher and staff training opportunities are offered at inappropriate times during the school year.
- Training opportunities have decreased in recent years.
- Teachers are underpaid.
- Recruit quality teachers, release ineffective teachers, and disband teacher unions.

Houston Federation of Teachers and The Congress of Houston Teachers

- Administrative transfers are used to move problem teachers from one school to another.
- It is too difficult to remove ineffective teachers.
- Many principals do not understand board policy.
- HISD does not fund teacher and staff training.
- HISD is decentralized but no one has received training to handle increased responsibilities (i.e., principals have not attended leadership training courses).

West District Community Leadership

- Principals should have the power to hire and fire campus employees.
- Merit raises should only go to those teachers who go the extra mile.
- HISD teacher salaries are lower than teacher salaries some of the surrounding districts.
- One person per campus should be assigned to manage facility maintenance and one person assigned to oversee technology.

Assistant principals should not be expected to carry out both responsibilities.

Citywide Parent Teacher Association (PTA)

- Due process does not exist for principals and teachers.
- Politics make it extremely difficult to move people.
- All employees should be tested for drug use.
- HISD should provide training for parent volunteers and tutors.
- Morale is down at campuses (e.g., Bellaire and Wheatley High schools) in HISD.

Asian Civic Leaders

- Asian teachers are not recognized the same as other minority or majority teachers.
- Asian applicants are often subjected to discrimination when applying for teaching positions in HISD.

Hispanic Civic Leaders

- Five hundred to 800 students per counselor at middle and high schools is too much.
- Counselors are needed all the way down to the 4th and 5th grades because this is where drop-outs occur.
- HISD take advantage of downsized employees and train and hire them to teach in schools.
- Problem teachers are being transferred, rather than terminated.
- HISD needs a better evaluation for teachers.
- Colleges are graduating teachers that are not ready to teach. The quality of new teachers is poor.

Probation Officers, Social Workers, and Therapists

- HISD does not have a career track for social workers.
- Social workers are not supervised and evaluated by trained and licensed social workers at campuses. As a result, they may not be used effectively.
- More money should be invested in personnel skilled to work with communities.
- The district is understaffed. There are only 16 psychologists for the entire district, six social workers and three psychologists for the special education program for the entire district.
- A problem exists with recruitment and retention of social workers because of concerns about working in high risk areas and low salaries.

- HISD should train regular education personnel at campuses how to deal with students who have been in Probation School and Alternative School. Campus personnel sometimes stereotype these students and push them away from school. This is one of the reasons for students dropping out or getting their GED. The expectation is that these kids will fail.
- Lack of speech therapists also exists (e.g., East side does not have speech therapists), but HISD is beginning to address.
- Eighty percent of schools have at least one counselor.
- District could also train its own personnel to be therapists.
- Counselors should not perform duties outside of their counseling activities.

Youth Group Association Leadership

- Most campus administrative personnel are very cooperative. Most have students best interest at heart.
- Teachers and principals should be willing to spend a little more time with students' after school hours. Most students don't receive enough attention.

Texas Southern University (TSU) and the University of Saint Thomas (UST) Interviews with Professors of Education

- HISD should have a staff development workshop between the university and campuses (i.e. consortium did this three years ago).

Volunteers in Public Schools (VIPS)

- Look at turnover and the quality of personnel that HISD is hiring.
- Determine if custodial staff are receiving criminal background checks.

African American Civic Leaders

- Teachers should be earning more. It is impossible to attract high quality teachers with such low pay.
- Teachers and administrators need to undergo sensitivity training. Most teachers live outside the community where they teach. Many don't understand the cultural differences that exist in all of the Houston communities. Diversity training would help both teachers and administrators with the problem.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- The Personnel Department has assigned personnel to work directly with the schools. This was the result of the Peer Review of the Personnel Department. Principals like this new method, because they receive more efficient and effective service. Principals would prefer that the personnel function not be decentralized.

Tejano Democrats

- HISD has very few Hispanic personnel. There are not enough Hispanic teachers or Hispanic persons working in administrative positions. Hispanic parents feel they have no one to help them resolve their problems.

Open to the Public Meetings (Four open meetings were held during May)

- Running criminal background checks on prospective employees should be privatized. People with criminal record have been or are being hired by the district.
- Some principals are hiring people outside of the Human Resource pool; thereby nepotism and politics is prevalent.
- HISD policies and procedures for hiring are not followed.
- The needs of the schools are ignored. Therefore, qualified people become frustrated and leave the district.
- A lot of poor teachers have been in the same schools and classrooms for too many years and feel that they cannot be removed or fired.
- The students that pass the TAAS and graduate have teachers that have control of the classes.
- HISD is not making an effort to hire more bilingual employees.
- In HISD, teachers' opinions are not well received.
- Their teachers need to be respected more.
- Principals should not be able to hire and fire teachers.

Facilities Use and Management

SHAPE Community Center (Youth Group)

- The air conditioners are not cooling school buildings.
- Bathrooms are not being cleaned and often there are no supplies (e.g., toilet paper, soap, paper towels).

Magnet Program Advisory Board

- Enrollment growth is substantially faster than the district's ability to maintain buildings.

- HISD is unable to keep-up with the demand for repairs and preventative maintenance because of the age and decay of older facilities.

Houston Federation of Teachers and The Congress of Houston Teachers

- Classrooms are overcrowded.
- Schools do not have enough classrooms; therefore, *floating teachers* are forced to use another teacher's classroom during their conference period.
- Some high school classes contain 25 to 28 students. Elementary classes are capped; why aren't high school classes capped?
- Older schools hallways are too small to accommodate the number of students for safety and security purposes.
- Project Renewal was poorly managed.
- Under Project Renewal, new classrooms were made smaller, but enrollment was not decreased.
- HISD has too many portable buildings.
- The number of portables at a school can range from two to 20.
- Older schools have 40 to 50-year old air conditioning equipment.
- Some of the newly installed lockers are defective.
- HFT would support privatizing custodial services.

West District Community Leadership

- Campuses that house HCC classes suffer more wear and tear on their buildings.
- Facilities Use and Management should be privatized.
- Some schools are clean.
- Bathrooms are often left without toilet paper or paper towels.
- There are no preventative maintenance measures taken on campus buildings.
- Facilities Maintenance and Operations (FMO) department operates under a *crisis maintenance* mode. However, has improved over the last four years. The proposed bond election will address further improvements.

Houston Association of School Administrators (HASA)

- Facilities maintenance system is reactive rather than preventative.
- Too many assessments are performed when work orders are submitted (e.g., men come out two to three times to assess work that needs to be done rather than doing the work).
- Facilities management should be privatized, but only if it does not increase campus administration workload.
- Project Renewal should be uniform throughout the district.

- Custodial staffing formula does not change to accommodate changes in a campus student population.
- HISD employs only four substitute custodians for the entire district.
- HISD employs only 12 fire and burglar alarm technicians for the entire district.

Citywide Parent Teacher Association (PTA)

- Facilities are overcrowded.
- Need accurate facility study for all schools.

Asian Civic Leaders

- Schools are infested with roaches.
- District does not have a standard sanitation policy.
- There are not enough bathrooms. Students are restricted to going to the bathroom at a certain time of the day.
- Chemistry labs do not have proper ventilation.

Hispanic Civic Leaders

- See inequities between schools, a difference between rich and poor areas.
- At Hogg Middle School, water faucets have not worked for years. The cafeteria does not have enough chairs and is not very clean.

Volunteers in Public Schools (VIPS)

- District is putting more money into construction than into the education of students.
- Jeff Davis and Marshall use the City of Houston library because they do not have their own library.
- HISD needs new schools to relieve overcrowding but also should look at Phase I and determine what hasn't been completed (e.g., gyms at elementary schools).
- In Southeast district at some schools, there is a lack of towels and toilet tissue in bathrooms. The administration responds that the students waste towels and toilet tissue.

African American Civic Leaders

- Facilities are separate and unequal. Some schools don't have books that are current. Many schools in minority communities are outdated and in disrepair.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Principals feel that FMO is understaffed; that the department is being downsized too much.
- FMO should be privatized or selected maintenance functions should be privatized.
- Custodians are doing a good job, but the number of custodians on campuses is insufficient. Older buildings and overcrowded schools need more custodians.

Tejano Democrats

- Many of the schools attended by Hispanic students are very old (40 years old) and are not well maintained.

Open to the Public Meetings (Four open meetings were held during May)

- There is an overabundance of plant operators; normally there are 2 at each school, one for the day shift, one for the evening shift.
- Custodians do not receive sufficient supplies to clean campuses.
- Campuses do not have toilet paper and waste baskets in the bathrooms.
- At Burbank Middle School and Sam Houston High School, the grounds sprinkler system does not work and it cost \$150,000 to install.
- Some custodians on the night shift leave their shifts early and do not work.
- Some campus administrators use custodians to supervise students (i.e., Holden Elementary). Custodians are also asked to punish students (e.g., students are punished by having to pick up trash).
- Bathrooms should be inspected on a regular basis.

Asset and Risk Management

Magnet Program Advisory Board

- The bond election must be passed. Most parents and taxpayers don't want to pay higher taxes, but they know the schools need improvement.

Houston Federation of Teachers and The Congress of Houston Teachers

- Insurance benefits were misrepresented to teachers when they were asked to vote on the benefits they would prefer. Teachers felt that district administrators had already decided on the insurance carrier.

- District negotiators do not obtain agreements in writing from insurance companies up front.

Youth Group Association Leadership

- The bond election needs to pass. Many schools are in dire need of repair.

African American Civic Leaders

- The bond election needs to pass. Schools need to be updated and facilities need to be equalized.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Principals want the bond election to pass.
- One principal complained that the campus plant manager was out because of an accident and was claiming worker's compensation benefits. The principal was not allowed to replace the plant manager or find a substitute for the position. The principal stated that they understand that it is not worker's compensation fault, but it is HISD's process that will not allow her to replace or substitute the position.
- Principals feel that insurance needs overhauling. HISD administration should do more research into the various insurance plans, rather than select plans that have employees locked into certain doctors without much choice.

Tejano Democrats

- The bond issue needs to pass so that East end schools can be brought up to the same standard as the rest of the schools in the district.

Open to the Public Meetings (Four open meetings were held during May)

- One person stated that the district is holding the Cesar Chavez school hostage, by telling the Hispanic citizens that, if they do not vote for the bond, they will not get the school which was promised in the last phase of the bond project.
- The SASI system is outdated and that schools have to pay extra for the notebooks and training; notebooks and training should have been included in the contract.
- Risk management and quality control are poor. An example was cited where a child was left unattended by emergency personnel

because no one at the school is allowed to call 911. Only the principal at each school can call for an ambulance. Schools are not following proper safety and security procedures.

Financial Management

Magnet Program Advisory Board

- HISD is doing wonderful things, but they don't have the support from state and local taxes to adequately fund programs.
- Schools should be audited individually on a regular basis.
- At some schools funds may be managed inefficiently.

Houston Federation of Teachers and The Congress of Houston Teachers

- HFT cannot obtain a complete copy of the district budget for review. In previous years, HFT had two only weeks to review and analyze the budget.

Citywide Parent Teacher Association (PTA)

- The per pupil allocation varies tremendously across HISD. This is a problem that needs to be addressed. Some schools have per pupil allocations that are as much as \$500 to \$700 below the district average.
- Parents need to be informed about how and where school funds are allocated.

Asian Civic Leaders

- The district financial statements should be published for public scrutiny on an annual basis.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Principals feel that they do not have enough input into the budget process. They feel that there is a lack of communication and a problem with budget allocations. Principals also indicated that the budget formula is a problem.
- Principals recommended that HISD have budget committees for each level (elementary, middle, and high school). Currently, the budget goes from the principal to the Executive Director, to the Assistant Superintendent of Finance and then to the Superintendent.

Tejano Democrats

- HISD needs to publish how much money is being spent in each school. The district does not allocate resources equitably.

Open to the Public Meetings (Four open meetings were held during May)

- The district is paying a lot of money out to consultants when department heads and their staff should be capable of performing assessments. This is a waste of taxpayers money.
- There is no accountability in the district.
- The district asks for input but does what it wants to anyway (i.e., posters and billboards for the bond election).
- Decentralization is a waste of money (e.g., because of the new area superintendents the district had to lease additional buildings). Currently the district has sufficient office space, therefore the lease of additional space is unnecessary.
- Campuses are not allowed to rollover remaining funds in their budgets from one year to the next. Therefore, at the end of the school year campuses spend any remaining funds on frivolous, unnecessary items.
- Teachers should not have to spend their money to do things for the students.
- Decrease the amount of money given to athletics.

Purchasing and Warehouse Services

Houston Federation of Teachers and The Congress of Houston Teachers

- The problem with only accepting the lowest bid is that it usually means poor quality.
- HISD does not hold vendors accountable for the products and services purchased.
- The district warehouse should have a back order system in place.

West District Community Leadership

- Work orders are not completed in a timely manner.
- The PTO buys the same materials at half the price the district and campuses pay.
- Schools should be able to decide which vendors to use.
- Purchasing and Warehouse Services should be privatized.
- Purchasing should be changed from a manual process to an automated system.

Houston Association of School Administrators (HASA)

- Campus administrators want to have responsibility of making purchasing decisions and control of the campus budget.
- It may take anywhere from two to 60 days to receive items from vendors.
- The Purchasing department works well with principals.
- Some vendors do not want to work with the district because it takes too long to receive payment. Purchase orders are held and principals are not notified until a vendor calls to inquire.
- There is poor quality control over the purchase of goods and services.

Citywide Parent Teacher Association (PTA)

- To get materials and supplies faster, principals must put pressure on the Purchasing Department.
- Some schools have had problems in the past with getting books (e.g. Wheatley High School).

African American Civic Leaders

- District manages financial resources well.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Purchases of supplies takes too long. Principals indicated it takes anywhere from two - three weeks or longer.
- Principals feel that equipment and supplies are expensive and can be purchased cheaper from local vendors.
- Principals want purchasing discounts to be given across the board to all campuses.

Open to the Public Meetings (Four open meetings were held during May)

- Security at the warehouse on Wallisville Rd. is lax; a system to check receipts and deliveries should be implemented.

Management Information Systems

SHAPE Community Center (Youth Group)

- There are not enough computers in the classrooms. Not everyone has the opportunity to use the computers.

Houston Federation of Teachers and The Congress of Houston Teachers

- Parent organizations are buying new computers for campuses. HISD should be doing this.
- HISD has no technology plan.
- HISD does not have specially trained and educated technology coordinators. Attendance clerks and office clerks are considered campus technology coordinators.

West District Community Leadership

- Older building structures are not constructed to handle the wiring necessary for today's technology.
- HISD schools need more computers.
- Every student should have access to a computer.

Houston Association of School Administrators (HASA)

- Administrators refer to the technology help line as the "helpless" line.
- There are a lot of bugs in the wide-area network system.
- The SASI system was not adequately funded, but has allowed campuses to control and produce reports.
- The School Nutrition Accountable Program (SNAP) and SASI are not compatible.
- Administrators received incorrect instructions from the Technology Department on how to input student data.
- Service and repair of computers should be privatized.
- The textbooks system, routing and scheduling system should all tie into PIEMS. Currently, the data is input manually.
- The network server only accommodates e-mail.

Asian Civic Leaders

- Most teachers are not trained in how to use the new technology.
- District purchased computers that cannot be used.

Hispanic Civic Leaders

- The district promises that schools will get technology knowing that, because of the age of the school, the wiring will not accommodate the technology to be implemented.
- There are not enough computers in the classroom.
- Corporations companies are doing a good job of supporting schools (i.e. SWB, AT&T, Compaq).

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Principals stated that all campuses need a minimum of three - four PC's for teachers to use.
- Principals felt that all computers need to be updated in classrooms.
- Principals stated that neither the technology nor the budget to purchase the technology is given to principals campuses.

Open to the Public Meetings (Four open meetings were held during May)

- The district is buying computers that are too expensive. For example, district computers cost \$3,200; if purchased locally the computers would cost \$1,560.
- Computer tutorials are only offered in English.
- The students can't read books, so they can't read the computer instructions.

Food Service

SHAPE Community Center (Youth Group)

- Most students felt that the food was of poor quality. Some stated the food was generally good.
- The cafeteria food lines are too long.
- Most food service workers at Woodson Middle school do not wear gloves.
- Roaches are found in cafeteria food.
- The snack bar food is better than the regular cafeteria food.
- The food is too salty.

Magnet Program Advisory Board

- In general, food is nutritious in the schools.
- The quality of the food is sufficient; however, students need more fresh items and less saturated fat.

Houston Federation of Teachers and The Congress of Houston Teachers

- Students waste food because they throw it away.
- Cafeteria food is greasy, salty, cheesy and full of butter.
- The food has low nutritional value.
- Menu items are constantly repeated and food is not attractive.
- Students spend their money on cokes and snack foods instead of buying their lunch.
- Breakfast and lunch prices for teachers are outrageous.
- Vending machines make a fortune in the schools.
- Students do not have enough time to eat lunch. Some lunch periods start at 10 a.m.

West District Community Leadership

- Food Services would be less expensive and the quality would improve if it were privatized.
- Some schools have begun outsourcing food items (e.g., SUBWAY, Taco Bell, Pizza Hut, etc.).
- Healthier options should be provided to students and staff.

Ripley House Center (Youth Group)

- Food is not fresh; it is soggy and under cooked.
- Sometimes students only get 10 minutes to eat.

Houston Association of School Administrators (HASA)

- Lunch begins as early as 9:30 a.m. depending on the size of the building.
- The district has no substitute cafeteria workers.
- Food Service reports are not easy to read or understand; therefore, how do we know if they are making money?
- The School Nutrition Accountable Program (SNAP) is very intensive, requires a lot of data input, and staff members have not been properly trained to use the program.
- Food quality varies from school-to- school, contingent upon the experience and care of the food service manager.
- Cafeteria facilities have poor ventilation.
- Many schools do not have garbage disposals.
- Some cafeteria kitchens are not large enough to accommodate school capacity.

Citywide Parent Teacher Association (PTA)

- HISD needs to examine nutrition and quality of food.
- Menus should consider community culture.
- Food is wasted.
- Food service should be affordable to all.
- Make food appetizing.
- Some students eat lunch as early as 10:00 a.m.

Asian Civic Leaders

- Students that receive free lunches are spending cash to buy snacks.
- No verification of parents income is done for students who receive free and reduced breakfast and lunch.
- Too much food is being thrown away.
- Food is not prepared properly.

- Need better balanced menu that students will eat.
- Schools should be able to privatize food service.

Hispanic Civic Leaders

- Jeff Davis does not have a cafeteria, students go to Marshall to eat. Requests for a cafeteria have gone unheard, but should be addressed in the bond issue.
- Hispanic leaders expressed concern about the rule that requires food service workers to pass an English speaking test. If potential candidates fail the test, they cannot work in district food service. Leaders question why food service personnel must know English when the majority of the student population at the schools are Hispanic and may not know any English either. This is one way that Hispanics are discriminated against.
- Privatize food service.

Volunteers in Public Schools (VIPS)

- Need to be culturally sensitive to taste preferences.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Principals would like to see Food Service privatized.
- Principals stated that the support is excellent from the Food Service Department.
- The Food Service Department needs to prepare the food based on the ethnic groups that attend the campuses.

Tejano Democrats

- Menus need to be planned based on the type of foods students like to eat. There is a lot of waste in school cafeterias because students are served foods they do not like. Food portions need to be larger for the older students.

Open to the Public Meetings (Four open meetings were held during May)

- At Holden Elementary, some of the utensils are not provided to students to eat with.
- Children are sometimes served hot or spoiled milk.
- Food has poor nutritional value, has no flavor and is sometimes served cold.
- Food Service should be privatized.

- Need to automate the free lunch program in the middle and high school so students are not self-conscious about receiving free food.
- Students only get 15 minutes to eat lunch; this is not enough time.
- Food Service personnel need to be trained in customer service.
- The kitchens are not sanitary.
- There is an insufficient number of bilingual Food Service personnel on campuses with large Hispanic populations.
- Cafeteria workers are stealing food.
- There are cases when the children are not provided utensils to eat their food.
- At the high school level many of the Hispanic students don't eat because they cannot explain to the cafeteria staff what they want to eat.

Transportation

Magnet Program Advisory Board

- The district has enough buses, but not enough bus drivers.
- HISD has problems retaining bus drivers after they have been trained by the Metropolitan Transit Authority (METRO).
- A "ride-along" program enlisting parents as volunteers should increase the safety of children.

Houston Federation of Teachers and The Congress of Houston Teachers

- Buses are not used efficiently; some are over half empty at the end of their route.
- It takes too long for some children to get to school.
- Some students arrive to school long before classes start (as early as 7:00 a.m.).

West District Community Leadership

- HISD should determine the possible cost and services benefit of privatizing Transportation.

Houston Association of School Administrators (HASA)

- Buses are very old and need serious maintenance.
- Waivers have taxed the bus system. Some schools have days off while others don't and this has created additional expense.

Citywide Parent Teacher Association (PTA)

- Bus drivers are often late.

- Scheduling is a problem.
- HISD is good at terminating the employment of drivers who fail drug tests.
- Bus drivers need training with disciplining students of all ages.

Asian Civic Leaders

- Some children are forced to sit on the bus for up to 2 1/2 hours, one-way.
- Some buses pick up kids too early in the morning and drop them off too late in the afternoon.
- HISD should join with METRO in transporting children to and from schools.
- Some bus routes are inefficient.
- Kids have to stand up on buses because of over crowding.
- Crowded buses should have an extra adult to manage the children.
- Buses have poor ventilation and no air conditioning.
- Bus drivers are rude, and sometimes speed because they have too many children to pick-up and drop-off; without enough time to meet campus schedules.

Hispanic Civic Leaders

- Principals have limited budgets to use to fund field trips.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- Principals feel that the Transportation Department is doing the best it can with the resources it has available.
- Principals also complained that they are limited in the number of field trips they can take because of a shortage of buses. Principals would like to have more buses available.

Tejano Democrats

- Many of the special education buses are not air conditioned.
- Bus routes are too long.

Open to the Public Meetings (Four open meetings were held during May)

- Many district bus drivers are not courteous to other drivers; they use foul language, drive too fast and put the students at risk.
- HISD should have a committee of parents to inspect buses every 90 days.

- Nepotism and favoritism exists in the Transportation department with Anglos getting the best or new buses, Blacks getting the second best buses, and Hispanics getting the worst buses.
- Some buses are filthy. Drivers are not held responsible for the upkeep of their bus.
- Reports of parking violations by drivers are not acted upon by department supervisors.

Safety and Security

SHAPE Community Center (Youth Group)

- Schools do not search for weapons.
- Campus security does not stop fights; sometimes they officiate when called to the scene of a fight.
- Woodson Middle school is a closed campus, but students know how to get on and off the campus.
- Students at Ryan Middle school do not carry weapons and feel relatively safe.
- Boys go in and out of the girls restroom.

Magnet Program Advisory Board

- Safety has improved in HISD.
- Security has improved in HISD.
- Some high schools have problems with students using and distributing drugs.

Houston Federation of Teachers and The Congress of Houston Teachers

- District administrators are in denial about discipline, violence, and gangs.
- Students who are thrown out of class are put right back in the same class.
- One high school has 3,300 students and only two police officers.
- Schools are constrained by the fire code which requires external doors to be unlocked, providing strangers with access to buildings.
- School Improvement Plan (SIP) disciplinary actions must be strengthened.
- There is poor coordination and communication among HISD's gang task force.
- *Zero Tolerance* equals a one to two day suspensions or out one semester only to return the next semester.
- Discipline is not determined based upon a culmination of incidents, rather it is based on each incident individually.

West District Community Leadership

- Schools need more crossing guards. On at least one campus the principal functions as the campus crossing guard.
- Many schools have insufficient pick-up and drop-off areas for parents and buses. Also, teachers and staff may be forced to park on the street because of lack of facilities.

Ripley House Center (Youth Group)

- HISD security officers at some campuses watch fights between students instead of stopping them immediately.
- Students feel safe attending school.

Houston Association of School Administrators (HASA)

- Some buildings are unsafe (e.g., leaking roofs, mold and mildew, health issues).
- Because of the fire code, HISD can no longer chain doors which has increased vandalism, burglary, etc.
- HISD needs more officers in the elementary schools. Currently there are no officers in any of the elementary schools, if an incident occurs campuses must call for assistance.

Citywide Parent Teacher Association (PTA)

- Safety and security has improved, HISD is suspending students now.
- The Student Assignment Center (campus in-house suspension) program is a problem; are students turning in homework and completing tests?
- HISD should get help for those students who are continually referred to the Student Referral Center (SRC) for discipline and behavior problems.
- Security polices and procedures as well as enforcement is not consistently applied.
- Students should not be suspended for defending themselves.

Hispanic Civic Leaders

- In the morning schools are locked when kids are dropped off. Schools should be open.

Probation Officers, Social Workers, and Therapists

- HISD needs to hire more security personnel.

- Students are afraid of gang activity.
- Maybe all campuses should be closed campuses.

Youth Group Association Leadership

- Schools are safe for the most part. Many schools have fences surrounding them. Fences around schools send a negative message that says "there should be a barrier between the school and the community". Schools need to remove the fences surrounding them.

Volunteers in Public Schools (VIPS)

- There should be security guards at elementary schools.
- Elementary schools need to teach kids how to deal with violence, crime and abuse.
- Include at each campus one person (like a parent) to serve as a security guard or to assist the security guard parents can inform other parents about what is going on at the campus.

African American Civic Leaders

- The HISD police force has improved safety and security at the district.

Site-Based Decision-Making Meeting of a Random Sample of Elementary, Middle and High School Principals

- HISD officers are needed at all campuses.
- HISD officers have an excellent rapport with the constables and Houston Police Department.
- Principals stated that Zero Tolerance is enforced.
- Some of elementary schools do not have classrooms available to provide for In-house Suspension. As a result elementary schools in the area have worked together to fund two in-house suspension teachers use a classroom at an available campus to house the suspension program.
- Some principals stated that they are waiting for approved fire code doors at their schools.
- One principal indicated that he is waiting for exterior lights.
- Principals commented that if they want to have security cameras at their schools they will have to purchase them out of their campus budget.
- Principal stated that if burglarized, the equipment is not fully covered by insurance.
- A principal feels that campus badges should not be at the school budget's expense.

- A principal stated that he likes uniforms at his campus, and that uniforms have reduced discipline problems by 75 percent.

Tejano Democrats

- Most of the schools are safe. Parents need to be made aware of who to call when safety issues arise.

Open to the Public Meetings (Four open meetings were held during May)

- HISD police officers are not properly trained to work with the students (e.g., they use foul language, push students, stop traffic in the street and harass students).
- Many of the HISD officers are not trained to deal with situations in the minority community.
- HISD officers are permitted to carry guns and are unqualified to carry them.
- There are no teachers on duty in the morning; students are going to the cafeteria without any supervision.
- HISD police refuse to work with parents.
- At some campuses the gates around the perimeter of the school are locked by the principal and no one else on the campus can unlock the gates.
- HISD's life safety procedures are not up to fire and health codes. The district procedures were not approved by the fire and police departments. Student accidents are not properly addressed.
- At the majority of HISD schools, only the principal is allowed to dial 911. Teachers and other staff are warned against dialing 911 and are afraid to call for help.
- Every teacher should have a radio in the classroom. Students are not deterred by panic buttons.
- The lack of discipline is horrible.
- Parents should be made responsible for their children's actions.
- Some schools are not safe.
- More uniforms and a new dress code is needed.
- There should be a hearing process before students are suspended.

Appendix L:

Policy Criteria: Characteristics of a Strong Curriculum Management Policy

A strong curriculum management policy includes statements that:

1. Provide for *Control* - require

- An aligned written, tested, and taught curriculum statements on curriculum framework approach (e.g., outcome based, competency-based)
- Board adoption of the curriculum
- Accountability through roles and responsibilities long-range planning

2. Provide for *Direction* -- require

- Written curriculum for all subject/learning areas
- Periodic review of the curriculum
- Textbook/resource adoption by the Board
- Content area emphasis

3. Provide for *Connectivity and Equity* - require

- Predictability of the written curriculum from one level to another
- Vertical articulation and horizontal coordination
- Training for staff the delivery of the curriculum
- Monitoring the delivery of the curriculum
- Equitable access to the curriculum

4. Provide for *Feedback* - require

- An assessment program which is multifaceted
- Use data from assessment to determine program/curriculum effectiveness and efficiency
- Reports to the board about program effectiveness

5. Provide for *Productivity* - require

- Program-centered budget
- Resource allocation tied to curriculum priorities
- Environment to support curriculum delivery
- Data driven decisions for the purpose of increasing student learning

Source: Frase & English, (1994). Curriculum Management Auditing, Lancaster, PA: Technomic Publishing Comp.

Appendix M: Scope of HISD Curriculum Guides

Exhibit M-1 Scope of HISD Curriculum Guides by School Level and Discipline

Discipline	Elementary School (Grades K-5)		Middle School (Grades 6-8)		High School (Grades 9-12)	
	Courses Offered	Courses Covered by Guide	Courses Offered	Courses Covered by Guide	Courses Offered	Courses Covered by Guide
Language Arts/English	6	6*	5	5*	24	20
Mathematics	6	6*	5	5*	21	6
Science	6	6*	5	5	27	3
Social Science	6	6*	3	3*	11	10
Interdisciplinary Curriculum	6	6	X	X	X	X
Physical Education	6	6*	3	3	20	16
Fine Arts	6	6*				
Art	X	X	3	3	4	0
Dance	X	X	2	2	11	0
Music	X	X	9	9	29	29
Theater	X	X	3	3	10	0
Handwriting	5	0	1	0	X	X
Health & Safety	6	6	3	3	4	4
Home Economics	X	X	X	X	7	0
Foreign Language	2	2	7	7*	64	46
Computing	X	X	X	X	12	0
Career Education	X	X	1	1	1	0
Industrial Technology	X	X	5	4	16	9

Agriculture Science & Tech	X	X	X	X	30	11
Business Ed & Office Education	X	X	X	X	20	12
Home Ec Compre. & Technical	X	X	X	X	17	13
Home Economics Job Specific	X	X	X	X	11	11
Marketing Education	X	X	X	X	15	4
Trade & Industrial Education	X	X	X	X	72	23
ESL	6	6*	12	12*	18	14
Special Education	20	20*	40	40	15	9
Other	X	X	2	2	29	0
TOTALS	81	76	109	107	488	240

KEY

0 = Course is expected but absent

X = Course is absent but not expected

Number = Number of courses or guides provided to auditors

* = Number of course descriptions exceeded number of courses

Source: HISD Board Policy (632.110, 615.332, 615.200, 615.400 and 615.600), the HISD high school course description book, Master Catalog 1995-96 and Catalog of Curriculum Publications

Exhibit M-2

Scope of HISD Curriculum Guides by School Level and Subject

Discipline	Elementary School (Grades K-5)		Middle School (Grades 6-8)		High School (Grades 9-12)	
	Courses Offered	Courses Covered by Guide	Courses Offered	Courses Covered by Guide	Courses Offered	Courses Covered by Guide
Language Arts/English	6	6*	5	5*	24	20

Mathematics	6	6*	5	5*	21	6
Science	6	6*	5	5	27	3
Social Science	6	6*	3	3*	11	10
Interdisciplinary Curriculum	6	6	X	X	X	X
Physical Education	6	6*	3	3	20	16
Fine Arts	6	6*				
Art	X	X	3	3	4	0
Dance	X	X	2	2	11	0
Music	X	X	9	9	29	29
Theater	X	X	3	3	10	0
Handwriting	5	0	1	0	X	X
Health & Safety	6	6	3	3	4	4
Home Economics	X	X	X	X	7	0
Foreign Language	2	2	7	7*	64	46
Computing	X	X	X	X	12	0
Career Education	X	X	1	1	1	0
Industrial Technology	X	X	5	4	16	9
Agriculture Science & Tech	X	X	X	X	30	11
Business Ed & Office Education	X	X	X	X	20	12
Home Ec Compre. & Technical	X	X	X	X	17	13
Home Economics Job Specific	X	X	X	X	11	11
Marketing Education	X	X	X	X	15	4
Trade & Industrial Education	X	X	X	X	72	23
ESL	6	6*	12	12*	18	14
Special Education	20	20*	40	40	15	9

Other	X	X	2	2	29	0
TOTALS	81	76	109	107	488	240

KEY

0 = Course is expected but absent

X = Course is absent but not expected

Number = Number of courses or guides provided to auditors

* = Number of course descriptions exceeded number of courses

Appendix N: Curriculum Guide Ratings

Educational Services Delivery and Performance Measures

Planned Course of Study/Title	Date	Grade	1	2	Criteria			Audit	
					3	4	5		
	Level	Obj.	Assess	S&S	Res	Stra.	Rank		
Keyboarding	3703200	1993	7/8	3	3	3	3	3	15
Career Investigation Curriculum	3703100	1995	MS	3	3	3	3	3	15
Resource Guide For Reading Improvement	33.3219	1996	9-12	2	3	3	3	3	14
Resource Guide For Reading Improvement	33.1415	1995	6-8	2	3	3	3	3	14
Construction Systems	11601402	1988	HS	3	3	1	3	3	13
A Planning Guide For World Geography	33.1383	1990	HS	3	3	0	3	3	12
A Planning Guide For World History	33.1385	1990	HS	3	3	0	3	3	12
A Planning Guide For Social Studies: Grade 6	33.2557	1991	6	3	3	0	3	3	12
A Planning Guide For Social Studies: Grade 5	33.2556	1991	5	3	3	0	3	3	12
A Planning Guide For Social Studies: Grade 4	33.2555	1991	4	3	3	0	3	3	12
A Planning Guide For Social Studies: Grade 3	33.2554	1991	3	3	3	0	3	3	12
A Planning Guide For Social Studies: Grade 2	33.2553	1991	2	3	3	0	3	3	12
A Planning Guide For Social Studies: Grade 1	33.2552	1991	1	3	3	0	3	3	12
A Planning Guide For Social Studies: Grade K	33.2551	1991	K	3	3	0	3	3	12
A Planning Guide For: Chemistry I	33.1367	1990	HS	3	3	0	3	3	12
A Planning Guide For: Texas History	33.1337	1989	7	3	3	0	3	3	12
A Planning Guide For: American History	33.1359	1991	8	3	3	0	3	3	12
A Planning Guide For: U. S. History	33.1338	1988	9	3	3	0	3	3	12
A Supplement to: U. S. History	33.1339	1993	9	3	3	0	3	3	12
A Planning Guide For: U. S. Government	33.1353	1989	12	3	3	0	3	3	12
A Planning Guide For: Economics	33.1350	1989	12	3	3	0	3	3	12
Character Education: High School	33.0366	1990	HS	3	3	0	3	3	12
Character Education: High School	33.0365	1990	MS	3	3	0	3	3	12
Character Education: Grades K-6	33.0466	1990	K-6	3	3	0	3	3	12
A Planning Guide For Curriculum: Grade 5	33.1357	1990	5	3	3	0	3	3	12
A Planning Guide For Curriculum: Grade 4	33.1307	1989	4	3	3	0	3	3	12
A Planning Guide For Curriculum: Grade 3	33.1306	1988	3	3	3	0	3	3	12
A Planning Guide For Curriculum: Grade 2	33.1305	1989	2	3	3	0	3	3	12
A Planning Guide For Curriculum: Grade 1	33.1304	1988	1	3	3	0	3	3	12
A Planning Guide For Curriculum: Grade K	33.1308	1988	K	3	3	0	3	3	12
Houston -Japan Project	33.1710	1995	UG	3	3	0	3	3	12
American Heritage Resource Guide	33.3245	1994	UG	3	3	0	3	3	12
A Planning Guide For Curriculum: English IV	33.1375	1990	12	3	3	0	3	3	12
A Planning Guide For Curriculum: English III	33.1369	1990	11	3	3	0	3	3	12
A Planning Guide For Curriculum:	33.1373	1990	11	3	3	0	3	3	12
Correlated Language Arts III									
A Planning Guide For Curriculum: English II	33.1315	1989	10	3	3	0	3	3	12
A Planning Guide For Curriculum: Correlated Language Arts II	33.1311	1989	10	3	3	0	3	3	12
A Planning Guide For Curriculum: English I	33.1314	1988	9	3	3	0	3	3	12
A Planning Guide For Curriculum: Language Arts Grade 8	33.1363	1990	8	3	3	0	3	3	12
A Planning Guide For Curriculum: Language Arts Grade 7	33.1313	1989	7	3	3	0	3	3	12
A Planning Guide For Curriculum: Language Arts Grade 6	33.2013	1991	6	3	3	0	3	3	12

Curriculum Guide for Auto Diesel Mechanics	13621000	1986	HS	3	3	0	3	3	12
	11622600	1987	HS	3	3	0	3	3	12
Petro Chemical Plant Maintenance	11625200	1990	HS	3	3	0	3	3	12
Vocational Electronics I	11627000	1993	HS	3	3	0	3	3	12
VEH General Mechanical Repair 2	13621100	1990	HS	3	3	0	3	3	12
Advertising Design I, Curriculum Guide, TP, CT	11620005	1990	HS	3	3	0	3	3	12
Advertising Design II, Curriculum Guide, TP, CT	11620005	1990	HS	3	3	0	3	3	12
Introduction To Criminal Justice, Curriculum Guide, T, K, & SA	11625588	1990	HS	3	3	0	3	3	12
Curriculum Guide For Health Occupations	11680100	1990	HS	3	3	0	3	3	12
Health Care Science	11680301	1991	HS	3	3	0	3	3	12
Curriculum Science	1680600	1991	HS	3	3	0	3	3	12
Dental Lab Aide	13680200	*	HS	3	3	0	3	3	12
VEH Nurse Assistant	11653200	1988	HS	3	3	0	3	3	12
Retail Merchandising	11654100	1984	HS	3	3	0	3	3	12
General Marketing	11601500	1992	HS	3	3	0	3	3	12
Technology Systems	11601200	1990	HS	3	3	0	3	3	12
Communication Systems	11601202	1988	HS	3	3	0	3	3	12
Construction Graphics TEAMS	11601301	1989	HS	3	3	0	3	3	12
Power/Transportation Systems TEAMS	11601203	1989	HS	3	3	0	3	3	12
Communication Graphics	11601302	1990	HS	3	3	0	3	3	12
Electricity/Electronics Systems	11601501	1989	HS	3	3	0	3	3	12
Computer Applications	33.1346	1989	HS	3	3	0	3	3	12
A Planning Guide For: Biology I	33.1379	1990	HS	3	3	0	3	3	12
A Planning Guide For: Physics I	33.2279	1991	4	3	3	0	3	3	12
A Planning Guide For Curriculum: Mathematics Grade 4	33.2277	1991	2	3	3	0	3	3	12
A Planning Guide For Curriculum: Mathematics Grade 2	33.2276	1991	1	3	3	0	3	3	12
A Planning Guide For Curriculum: Mathematics Grade 1	33.2275	1991	K	3	3	0	3	3	12
A Planning Guide For Curriculum: Mathematics Grade K		1988	1-3	3	3	0	3	3	12
Special Education: Science	11650118	1986	HS	2	3	0	3	3	11
Travel Service Marketing	11650750	1986	HS	2	3	0	3	3	11
Fashion Marketing	11650750	1986	HS	3	2	0	3	3	11
Fashion Retailing	11610127	1988	HS	3	2	0	3	3	11
Advanced Food Science Nutrition	11610130	1988	HS	3	2	0	3	3	11
Apparel	11610120	1988	HS	3	2	0	3	3	11
Comprehensive Home Economics	11610129	1989	HS	3	2	0	3	3	11
Families With Special Needs	11610126	1988	HS	3	2	0	3	3	11
Food Science & Nutrition	11610132	1989	HS	3	2	0	3	3	11
Housing/Design/Furnishing	11610122	1988	HS	3	2	0	3	3	11
Parenting & Child Development	11610133	1989	HS	3	2	0	3	3	11
Interior Design	11610134	1988	HS	3	2	0	3	3	11
Home Economics Career Cluster Management		PPR							
Mathematics - Teacher Resource Handbook	*		K-3	2	3	0	3	3	11
Introduction to Industrial Technology II 8A/8B	11601101	1992	8	2	3	0	3	3	11
Introduction to Industrial Technology I 7A/7B & 8A/8B	11601100	1993	7/8	2	3	0	3	3	11
Economic & Societal Factors	3703100	1995	MS	2	3	0	3	3	11
Career Investigation: Self Appraisal	3703100	1992	MS	2	3	0	3	3	11
Career Investigation: Career Opportunities	3703100	1985	MS	2	3	0	3	3	11
Career Investigation: Educational & Career Planning	3703100	1995	MS	2	3	0	3	3	11
ACCESS to TAAS, Language Arts, Grades 2-3 Teacher Packet	64.0126	92-93	2-3	2	3	0	3	3	11
ACCESS to TAAS, Language Arts, Grade 4 Teacher Packet	64.0131	92-93	4	2	3	0	3	3	11
ACCESS to TAAS, Language Arts, Grades 5-7 Teacher Packet	64.0136	92-93	5-7	2	3	0	3	3	11
ACCESS to TAAS, Language Arts, Grade 8 Teacher Packet	64.0141	92-93	8	2	3	0	3	3	11
Exceptional Education: Occupations Information		1981	8	2	3	0	3	3	11
Special Education									
English/Language Arts, Kindergarten Exceptional Education		1983	K	2	3	0	3	3	11
Developmental Math, Grades 4-5 Special Education		1983	4-5	2	3	0	3	3	11

		1990	HS	2	2	0	3	3	10
Latin, Advanced IIIA, IIIB	33.2019	1988	11-12	3	1	0	3	3	10
Spanish, Advanced I	33.3640	1990	9-12	3	1	0	3	10	
Special Education Functional Mathematics		1983	4-5	2	2	0	3	3	10
Spanish In The Elementary School, K-3									
	33.3634	1991	K-3	3	1	0	3	3	10
Physical Education, Boys & Girls, Grades 6-8									
	33.3060	1987	6-8	2	2	0	3	3	10
TAAS Mathematics, TEA Training Mat'l By Objs. Grades 3-5	64.0165	*	3-5	2	3	0	2	3	10
TAAS Mathematics, TEA Training Mat'l By Objs. Grades 6-8	64.0166	*	6-8	2	3	0	2	3	10
TAAS Mathematics, TEA Training Mat'l By Objs. Exit Level	64.0167	*	10-12	2	3	0	2	3	10
Equine Science, TEA	11633334	1990	10-12	3	2	0	3	2	10
A Planning Guide For Curriculum: Correlated Lang. Arts 12,									
Business Management & Ownership	33.1371	1990	12	3	1	0	3	3	10
Intro. Horticulture Science 261	3701500	1986	HS	3	3	0	2	2	10
Dry Cleaning	11633261	1989	HS	2	2	0	3	3	10
Agricultural Mechanization 332	11625200	1984	HS	3	1	0	3	3	10
Teenage Sexual Harassment	11633422	1986	HS	2	1	0	3	3	9
A Planning Guide For Computer Literacy	33.4190	1995	HS	3	0	0	3	3	9
	33.0389	1989	*	3	0	0	3	3	9
Psychology	33.3150	1990	HS	3	0	0	3	3	9
ESL Model Lessons in United States History, Grade 9									
	33.4500	1985	9	2	1	0	3	3	9
ESL Model Lessons in Texas History, Grade 7									
	33.4485	1985	7	3	0	0	3	3	9
ESL Model Lessons in Social Studies, Grade 6									
	33.4477	1985	6	3	0	0	3	3	9
English Language Arts Electives, Middle School									
	33.0752	1988	MS	3	2	0	3	1	9
Russian, I & II	33.3410	87-88	HS	3	2	0	2	2	9
Spanish, Advanced IIA & IIB	33.3635	1988	HS	3	0	0	3	3	9
French, Advanced IA & IB	33.0884	1988	HS	3	0	0	3	3	9
Physical Education, Boys & Girls, 9-12									
	33.3052	1991	10-12	2	1	0	3	3	9
Directions: Study Skills, A Classroom Guide Program									
	33.1235	1986	6-12	2	1	0	3	3	9
Music, Grades 9-12	33.2730	1985	9-12	2	2	0	2	3	9
Music, Grades 6-8 General Choral	33.2727	1980	6-8	2	2	0	2	3	9
Exceptional Education American History Grade 8									
		1981	8	2	1	0	3	3	9
Special Education Functional Math Primary									
		1985	P	2	1	0	3	3	9
Cosmetology: Suggested Basic Course Outline									
	11622500	1988	HS	3	0	0	3	3	9
Metal Trades	11624600	1989	HS	2	2	0	3	2	9
Business Financial Applications	11673200	1989	HS	3	3	0	0	3	9
Business Computer Application	11672300	1991	HS	3	3	0	2	1	9
Instructional Maintenance	13610901	1990	HS	2	3	0	2	2	9
Introduction to Transportation Service Careers									
		1990	HS	3	0	0	3	3	9
Special Education Social Studies Grade 6		1982	6	2	1	0	3	3	9
Office Ad Coop IA & IB and 2A & 2B									
	1167200	1989	HS	3	2	0	0	3	8
Health For Exceptional Learners		1988	K-8	2	0	0	3	3	8
Special Education Developmental Geometry Grades 4-5									
		1980	4-5	2	0	0	3	3	8
Special Education Developmental Science									
		1989	4-5	2	0	0	3	3	8
Special Education Developmental Social Science - Grade 5									
		1983	5	2	0	0	3	3	8
Special Education Elementary Career Guide		1982	K-5	2	0	0	3	3	8
Special Education English Language Arts Grade 4									
		86-87	4	2	0	0	3	3	8
Exceptional Education Science Grade 8		1981	8	2	0	0	3	3	8
Special Education U. S. History, Option II		1987	11	2	0	0	3	3	8
Exceptional Education Functional Math Grades 6, 7, 8									
		1983	6-8	2	0	0	3	3	8
Special Education Intro. Biology , II AB		1988	10-11	2	0	0	3	3	8
Special Education Consumer Math		1988	10	2	0	0	3	3	8
Exceptional Education Develop English IA & IB		1994	9	2	0	0	3	3	8
Special Education Developmental Science		1981	6-8	2	0	0	3	3	8
Special Education Developmental World History IA & IB									
		1985	9	2	0	0	3	3	8
Special Education Developmental Government , Option III									
		1985	12	2	0	0	3	3	8
Special Education English/Language Arts Grade 6									
		1982	6	2	0	0	3	3	8
Exceptional Education English/Language Arts Option III, Grade 8									
		1985	8	2	0	0	3	3	8

Special Education Correlated Language Arts IA & IB	1984	9	2	0	0	3	3	8
Exceptional Education Functional English Language Arts	1982	6-8	2	0	0	3	3	8
Exceptional Education Functional Science	1983	6-8	2	0	0	3	3	8
Special Education Fundamentals of Mathematics IA & IB	1983	9	2	0	0	3	3	8
Life Skills Science Grades 6, 7, 8	199	6-8	2	0	0	3	3	8
TAAS Reading Inservice Guide: English Language Arts	64.2621 *	UG	2	3	0	0	3	8
TAAS Writing Process, Composition Handbook, Grades 1-3	64.2630 *	1-3	2	3	0	0	3	8
TAAS Writing Process, Composition Handbook, Grades 3-5	64.2631 *	3-5	2	3	0	0	3	8
TAAS Writing Process, Composition Handbook, Grades 9-12	64.2635 *	9-12	2	3	0	0	3	8
TAAS Writing Inservice Guide for English Language Arts	64.2620 *	UG	2	3	0	0	3	8
Social Studies & TAAS:								
Implications for Instruction, Gr. 8	64.2650	1995	8	2	3	0	0	3
Life Management Skills	11610136	1988	MS	2	0	0	3	3
Intro to Horticultural Science 261	11633261	1988	HS	3	2	0	3	0
Advanced Plant & Soil Science	11633333	1993	HS	3	2	0	3	0
Introduction to Agriculture Mechanic 221	11633221	1988	10-12	3	2	0	3	0
Applied Agriscience & Technology 102 & 101	11633102	1993	9-12	3	2	0	3	0
Introduction to World Agriscience & Technology	11633102	1991	9-12	3	2	0	3	0
Animal Science 332	11633332	1989	10-12	3	2	0	3	0
Map & Globe Skills, Grade 6	33.2163	1994	6	2	0	0	3	3
Map & Globe Skills, Grade 5	33.2162 *		5	2	0	0	3	3
Special Education Intro Physical Science IA & IB	1988	9-10	2	0	0	3	3	8
Exceptional Children Pre-Occupation Orientation	1982	6-7	2	0	0	3	3	8
Vocational Adjustment & Class Laboratory	1995	*	2	1	0	2	3	8
Special Education Science Middle School - Grade 6	1981	6	2	0	0	3	3	8
Special Education Science Middle School - Grade 7	1981	7	2	0	0	3	3	8
Pregnant & Parenting Adolescent	11614488	1989	HS	2	2	0	2	2
Map & Globe Skills Grade 4	33.2161 *		4	2	0	0	3	3
Map & Globe Skills Grade 3	33.2160 *		3	2	0	0	3	3
Map & Globe Skills Grade 2	33.2159 *		2	2	0	0	3	3
Map & Globe Skills Grade 1	33.2158 *		1	2	0	0	3	3
Map & Globe Skills Grade Kindergarten	33.2157 *		K	2	0	0	3	3
Safety Practices For Science, TEA	33.3520 *		UG	2	3	0	0	3
Begin With A Bayou & Build On It	33.0266	1991	3	2	0	0	3	3
Comienza con un Bayuco Grade 3	33.0483	1991	3	2	0	0	3	3
Achievement, Accountability, Accepting the Challenge	1992	UG	2	3	0	0	3	8
Sociology	33.3633	1990	10-12	3	0	0	2	3
Special Education Functional English Language Arts - Grade 5	1983	5	2	0	0	3	3	8
Special Education Functional Self-Help & Social Skills	1984	P	2	0	0	3	3	8
Exceptional Education Developmental History	1980	7-8	2	3	0	0	3	8
Guidelines For Teaching Mathematics, Grade 7	33.2207	1994	7	2	3	0	0	3
Guidelines For Teaching Mathematics, Grade 6	33.2206	1994	6	2	3	0	0	3
Guidelines For Teaching Mathematics, Grade 1	33.2208	1994	1	2	3	0	0	3
Computational EIM	33.2317	1990	8	2	0	0	3	3
Computational EIM	33.2316	1990	7	2	0	0	3	3
Computational EIM	33.2315	1990	6	2	0	0	3	3
Guidelines For Teaching Mathematics, Grade 8	33.2208	1994	8	2	3	0	0	3
Teaching ESL At The High School, Level 3	33.4187	1984	HS	2	0	0	3	3
Teaching ESL At The High School, Level 2	33.4186	1984	HS	2	0	0	3	3
Teaching ESL At The High School, Level 1	33.4185	1984	HS	2	0	0	3	3
Secondary ESL, Middle School, Level III	33.4168	1984	MS	2	0	0	3	3
Secondary ESL, Middle School, Level II	33.4164	1984	MS	2	0	0	3	3
Secondary ESL, Middle School, Level I	33.4163	1984	MS	2	0	0	3	3

Equip. Mgt. Production & Service	11610605	1990	HS	2	0	0	2	2	6
Exceptional Education Developmental Math Grades 6, 7, 8		1988	6-8	2	0	0	3	1	6
Special Education Developmental English Grades 7-8		1981	7-8	2	1	0	0	3	6
Chemistry I Lab Manual	33.1368	1990	HS	0	0	0	3	3	6
History Fair Contest Guide	33.1740	*	4-5	1	2	0	0	3	6
International Festival Curriculum: West Africa	33.1705	1996	K-6	1	0	0	2	3	6
International Festival Curriculum: Italia	33.1700	1996	K-6	1	0	0	2	3	6
Black History Month	33.0320	1996	K-12	1	0	0	2	3	6
Debate, I, II, III	33.0191	1992	HS	1	0	0	2	3	6
Japanese IA & IB	33.1968	1988	HS	2	0	0	2	2	6
Advanced German, IA & IB	33.1239	1988	9-12	3	0	0	2	1	6
Handbook For School Health	33.1429	1994	K-12	3	3	0	0	0	6
A Guide For Program Development, PreK-12	33.0425	1995	K-12	2	2	0	0	2	6
Guidelines For Teaching Mathematics, Grade 5	33.2205	1994	5	2	1	0	0	3	6
Science Engineering Fair	33.2549	95-96	7-12	2	2	0	0	2	6
Guidelines For Teaching Mathematics, Grade 4	33.2204	1994	4	2	1	0	0	3	6
Guidelines For Teaching Mathematics, Grade 3	33.2203	1994	3	2	1	0	0	3	6
Guidelines For Teaching Mathematics, Grade 2	33.2202	1994	2	2	1	0	0	3	6
Special Education Developmental English Grades 7-8		1981	7-8	2	1	0	0	3	6
Introduction to Electrical Careers	11628002	1989	HS	3	2	0	0	0	5
Cabinetmaker, Instructors Manual	11624700	1984	HS	0	2	3	0	0	5
Automotive Technician II Curriculum Guide	11620007	1988	HS	3	2	0	0	0	5
TAAS Practice Problems, Algebra I	64.0157	*	HS	2	3	0	0	0	5
Career Exploration & Orientation		94-95	*	2	0	0	0	3	5
Exceptional Education Reading Grades 6-8		1994	6-8	2	0	0	0	3	5
Exceptional Education Pre-Employment Training Grade 10		94-95	10	2	1	0	0	2	5
Supplementary Activities For LAS CLAVES	33.0278	*	UG	0	0	0	2	3	5
Speech, I, II, III	33.0195	*	HS	1	0	0	1	3	5
Physical Fitness Handbook	33.3070	f1994	K-12	2	3	0	0	0	5
TAAS Exit Level Scoring Guide For Persuasive Writing	64.2618	1990	10-12	2	3	0	0	0	5
Agricultural Structures	11633321	*	HS	1	0	0	2	2	5
ACCESS to TAAS, Lang. Arts, Student Packet Grade 2-3	64.0125	92-93	2-3	2	3	0	0	0	5
ACCESS to TAAS, Lang. Arts, Student Packet Grade 4,	64.0130	92-93	4	2	3	0	0	0	5
ACCESS to TAAS, Lang. Arts, Student Packet Grade 5-67	64.0135	92-93	5-7	2	3	0	0	0	5
ACCESS to TAAS, Lang. Arts, Student Packet Grade 8	64.0140	92-93	8	2	3	0	0	0	5
ACCESS to TAAS, Lang. Arts, Student Packet Exit Level	64.0145	92-93	10-12	2	3	0	0	0	5
ACCESS to TAAS, Bilingual, Lang. Arts, Stud. Packet	64.0155	*	2-3	2	3	0	0	0	5
TAAS Biology I End-of-Course	64.0162	1994	HS	2	3	0	0	5	5
TAAS Algebra I End-of-Course	64.0160	1994	HS	2	3	0	0	5	5
TAAS Sample Tests, Algebra I, Teacher	64.0158	1995	HS	2	3	0	0	0	5
TAAS Sample Tests, Algebra I, Student	64.0159	1995	HS	2	3	0	0	0	5
TAAS Writing Obj. & Measurement Specs., Grade 4	64.0197	1995	4	2	3	0	0	0	5
TAAS Writing Obj. & Measurement Specs., Grade 8	64.0238	1995	8	2	3	0	0	0	5
TAAS Writing Obj. & Measurement Specs., Exit Level	64.2617	1995	10-12	2	3	0	0	0	5
TAAS Social Studies Obj. & Measurement Specs	64.2645	1995	8	2	3	0	0	0	5
TAAS Science Obj. & Measurement Specs. Grade 4	64.0190	1994	4	2	3	0	0	0	5
TAAS Science Obj. & Measurement Specs. Grade 8	64.2655	1994	8	2	3	0	0	0	5
TAAS Math Obj. & Measurement Specs. Grade 3	64.0170	*	3	2	3	0	0	0	5
TAAS Math Obj. & Measurement Specs. Grade 4	64.0180	*	4	2	3	0	0	0	5
TAAS Math Obj. & Measurement Specs. Grade 5	64.0200	*	5	2	3	0	0	0	5
TAAS Math Obj. & Measurement Specs. Grade 6	64.0210	*	6	2	3	0	0	0	5

TAAS Math Obj. & Measurement Specs. Grade 7	64.0220	*	7	2	3	0	0	0	5
TAAS Math Obj. & Measurement Specs. Grade 8	64.0230	*	8	2	3	0	0	0	5
TAAS Math Obj. & Measurement Specs. Exit Level	64.2615	*	10-12	2	3	0	0	0	5
TAAS Reading Obj. & Measurement Specs. Grade 3	64.0175	*	3	2	3	0	0	0	5
TAAS Reading Obj. & Measurement Specs. Grade 4	64.0185	*	4	2	3	0	0	0	5
TAAS Reading Obj. & Measurement Specs. Grade 5	64.0205	*	5	2	3	0	0	0	5
TAAS Reading Obj. & Measurement Specs. Grade 6	64.0215	*	6	2	3	0	0	0	5
TAAS Reading Obj. & Measurement Specs. Grade 7	64.0225	*	7	2	3	0	0	0	5
TAAS Reading Obj. & Measurement Specs. Grade 8	64.0235	*	8	2	3	0	0	0	5
TAAS Reading Obj. & Measurement Specs. Exit Level	64.2616	*	10-12	2	3	0	0	0	5
Advanced Social Studies Problems	33.3563	1988	HS	3	0	0	0	3	5
Social Studies Latin American Culture Studies	33.3573	1990	HS	3	0	0	0	2	5
Advanced Texas Studies	33.3568	1988	9-12	2	0	0	0	3	5
Social Studies: Community Adventures Teachers Ed	33.3577	1991	3	0	0	0	2	3	5
A Planning Guide For Safety & Effective Science Learning	33.3450	1989	K-12	2	0	0	0	3	5
First Impressions: Report of TEA on Early Childhood	33.0865	1994	PreK-2	1	1	1	0	2	5
American Indians- Resource Handbook	33.1944	1995	UG	1	0	0	2	2	5
National History Day	33.1745	1994	6-12	1	2	0	0	2	5
Special Reading Activities: Guide & Key	33.3638								
	/33.3639	*	UG	0	0	0	2	3	5
Adaptive P.E. Grades K - 12		1994	K-12	2	0	0	0	3	5
A Handbook For Volunteers	33.1496	1986	K-5	2	0	0	0	3	5
Multicultural Resource Bulletin	33.2536	1994	UG	0	0	0	2	2	4
Theater Arts Framework TEA	33.0930	*	K-12	2	0	0	0	2	4
Elementary Science Fair Guide	33.2548	95-96	PreK-6	2	2	0	0	0	4
Essential Elements For ESL, Grades 6-8	33.0286	*	6-8	2	2	0	0	0	4
Essential Elements For ESL, Grades 9-12	33.0287	*	9-12	2	2	0	0	0	4
Essential Elements For Bilingual/ESL, PreK	33.0785	*	PreK	2	2	0	0	0	4
Essential Elements For Bilingual/ESL, K	33.0786	*	K	2	2	0	0	0	4
Essential Elements: State Curriculum Framework		*	K-12	2	2	0	0	0	4
Native Americans	33.3600	1986	UG	0	0	0	2	2	4
El Cinco y El Diez y Seis	33.2530	1989	UG	0	0	0	2	2	4
Asian American Heritage Month	33.3248	1994	K-12	1	0	0	0	3	4
Italian, IA & IB	33.1967	1988	9-12	2	0	0	1	1	4
Industrial Technology Safety Guide Supplemental Information		*	HS	2	0	0	0	2	4
Social Skills Developmental Study Bk Student & Teacher's Ed		1990	*	0	0	0	0	3	3
Exploratory Latin In The Secondary School	33.2023	1988	SS	1	0	0	2	0	3
Mock City Council Project	33.8150	1993	*	0	0	0	0	3	3
Community Adventures Student Edition	33.3578	1991	3	0	0	0	0	3	3
A Supplement To A Planning Guide For Curric: American History	33.1488	1993	8	3	0	0	0	0	3
A Supplement To A Planning Guide For Curric: US History	33.1339	1993	9	3	0	0	0	0	3
A Supplement To A Planning Guide For Curric: Government	33.1339	1993	12	3	0	0	0	0	3
How Do You Spell?	33.3876	1995	K-5	0	0	0	0	3	3
Spelling Instruction: A Proper Perspective, TEA	33.3875	1991	K-5	0	0	0	0	3	3
Great Teaching Recipes		1994	K-5	0	0	0	0	3	3
A Supplement To A Planning Guide For Curric: Texas History	33.1336	1993	7	3	0	0	0	0	3
Exceptional Education Personal Finance Mgmt		1994	*	2	0	0	0	0	2
ACCESS to TAAS, Math, Grade 2-3 , Student Packet	64.0100	92-93	2-3	0	2	0	0	0	2
ACCESS to TAAS, Math, Grade 4, Student Packet	64.0105	92-93	4	0	2	0	0	0	2
ACCESS to TAAS, Math, Grade 5-7, Student Packet	64.0110	92-93	5-7	0	2	0	0	0	2

ACCESS to TAAS, Math, Grade 8, Student Packet	64.0115	92-93	8	0	2	0	0	0	2
ACCESS to TAAS, Math, Grade Exit, Student Packet	64.0120	92-93	10-12	0	2	0	0	0	2
ACCESS to TAAS, Math, Bilingual, Grade 2-3	64.0150	*	2-3	0	2	0	0	0	2
Student Packet	64.0150	*	2-3	0	2	0	0	0	2
Mexican Americans: The Civil Rights Movement	33.2535	1989	UG	0	0	0	0	2	2
A Curriculum Development Model For Science I	33.0543	1995	7	2	0	0	0	0	2
Scope & Sequence Grades K-2	33.1390	1992	K-2	2	0	0	0	0	2
Scope & Sequence Grades 3-6	33.1391	1992	3-6	2	0	0	0	0	2
Scope & Sequence Grades 6-8	33.1392	1992	6-8	2	0	0	0	0	2
Scope & Sequence Grades 9-12	33.1393	1992	9-12	2	0	0	0	0	2
World Area Studies	33.3620	1990	9-12	1	0	0	0	1	2
Essential Elements For Bilingual /ESL	33.0285	*	preK-6	2	0	0	0	0	2
Guide To Sponsoring The School Newspaper	33.1455	1990	HS	0	0	0	0	2	2
Multiply Impaired Handbook	33.1455	1995	*	1	0	0	0	1	2
Industrial Technology Education, Grades 7-12 Supplemental Information		1991	HS	2	0	0	0	0	2
A Curriculum Development Model For Science II	33.0544	1995	8	2	0	0	0	0	2
Social Studies: Terms & Concepts	33.2570	1991	K-8	1	0	0	0	0	1
Estudios Sociales Conceptos y Terminologia	33.2570	1991	K-8	1	0	0	0	0	1
Agriscience 381: Wildlife & Recreation Mgmt - Teachers Key	11633381	1989	HS	0	0	0	0	0	0
Science Safety Resource Bulletin	33.2550	95-96	SS	0	0	0	0	0	0
Guidebook For PC Gradebook Guide, MS	33.0386	1989	MS	0	0	0	0	0	0
Indochinese Speakers & School & School Personnel Laotian	33.1950	*	*	0	0	0	0	0	0
Indochinese Speakers & School & School Personnel Cambodian	33.1945	*	*	0	0	0	0	0	0
Indochinese Speakers & School & School Personnel Vietnamese	33.1953	*	*	0	0	0	0	0	0
TOTALS				2.21	1.71	0.04	2.12	2.40	8.47

Appendix O:

TAAS Data Analysis

Exhibit 0-1 shows that for grades 3 to 8 from 1993-94 to 1995-96, the percentage of HISD students achieving mastery in both TAAS reading and mathematics was less than the state average. With the exception of grade six, the passing rate in reading for HISD increased across the three year period at each grade level. For each of the three years, passing rate for grade 5 was higher than all other grades. Grade 8 had the lowest passing rate, suggesting that as students move through each grade, performance declines steadily after grade 5. In mathematics, for 1995-96, the passing rate differed from grades 3 and 4 by 3 percent but at the 8th grade level, the passing rate decreased from a 76 percent passing rate in grade 5 to 52 percent in grade 8. The greatest increase from 1994-95 to 1995-96 was in the area of mathematics with the greatest growth (18 percent) occurring in grades 6 and grade 8.

Exhibit 0-2

Comparison of HISD Students Passing TAAS with State Results

by Grade Level 1993-94 to 1995-96

Reading	1994		1995		1996	
	HISD	State	HISD	State	HISD	State
Grade 3	72	77	74	79	77	80
Grade 4	70	75	73	79	77	78
Grade 5	70	77	75	79	82	83
Grade 6	59	73	67	78	64	78
Grade 7	58	75	64	78	71	82
Grade 8	59	76	61	74	63	77
Mathematics	1994		1995		1996	
	HISD	State	HISD	State	HISD	State
Grade 3	56	62	63	72	74	76
Grade 4	51	59	61	70	77	78
Grade 5	56	62	64	72	76	78
Grade 6	46	60	46	63	64	77
Grade 7	42	59	40	61	55	70
Grade 8	38	57	34	56	52	68

Source: HISD Research Evaluation Report

While at the districtwide level there has been an improvement in Grades 3 to 8 TAAS scores for each of the three areas tested, improvement within individual schools varies. As shown in **Exhibit 0-3**, HISD schools have received accountability ratings from Exemplary to Low Performing. Over a three year period, HISD has decreased the number of schools categorized as "Low Performing" and increased the number of "Exemplary Schools". A "Low Performing" rating from the Texas Education Agency in 24 of the 35 schools was the result of poor performance in 1994-95 within the area of mathematics. Only one school was rated low performing because of writing scores. For the school year of 1995-96, several schools fell below the district's average. Some schools were reported as having increased the passing rate among students when making a comparison between 1994-95 and 1995-96.

Exhibit 0-3

HISD Accountability Ratings

1992-93 Through 1994-1995

Rating	1992-93	1993-1994	1994-1995
Exemplary	4.4	4.3	8.0
Recognized	17.8	24.3	28.6
Acceptable	38.7	37.4	34.5
Low Acceptable	25.3	30.4	28.2
Low Performing	13.8	3.5	.0.8

Source: HISD Research Evaluation Report

As noted in **Exhibit 0-4**, the percentage of students achieving mastery in writing for all elementary schools in 1995-96 ranges between 100 percent and 33 percent. Passing rate in nearly one-third of the schools decreased from 1994-95 to 1995-96. Schools with the greatest increase include Peck (67%), Highland Heights (58%), and Concord (42%). Nearly 10% of all elementary schools earned a passing rate below the district's average (73%).

Exhibit 0-5 shows the percentage of students passing the TAAS writing sub-test for elementary students in those schools with a passing rate less than the district's average. For 1995-96, Crawford (33%) had the lowest percentage of students achieving mastery followed by Benavidez (56%) and Sherman (67%). Crawford and Benavidez both experienced the

greatest decrease from 1994-95 to 1995-96 and over a three years period have declined from one year to the next.

Exhibit 0-4

Elementary Schools with Passing Rates

Less than District-wide Average

TAAS Writing Sub-Test: 1995-96

Elementary	Writing 1994	Writing 1995	Writing 1996	Difference
Crawford	88	55	33	-22
Benavidez	91	82	56	-26
Sherman	85	84	67	-17
Clinton Park	67	86	68	-18
Pugh	89	83	69	-14
Holden	88	75	69	-6
Northline	70	73	69	-4
Braeburn	77	66	69	3
Martinez, C.	0	57	70	13
Looscan	95	90	71	-19
Whittier	90	79	71	-8
Sunny Side	82	74	71	-3
Gordon	56	67	71	4
Shearn	72	61	71	10
Reynolds	78	84	72	-12
Travis	90	84	72	-12
Durkee	66	74	72	-2

Source: HISD Research Evaluation Reports

The 1995/96 passing rate in reading for all students ranges between 40% and 98% (See Appendix-Exhibit 2-13b). Schools with the greatest increase in percentage of students achieving mastery in reading include MacArthur (41%), Bastian (29%), and Coop (27%). In 27% of the schools, the passing rate declined from 1994-95 to 1995-96. At least 32% of the schools experienced passing rates less than the district's average rating (72%).

Exhibit 0-5 shows the percentage of students passing the TAAS reading sub-test for elementary students in those schools with a mastery rate less than the district's mastery rate (72%). Schools with the lowest percentage include Fondren (40 percent), Crawford (41 percent), Peck (49 percent), and C. Martinez (49 percent). From 1994-95 to 1995-96, the greatest decrease occurred in Looscan and Jefferson (16 percent) and J.R. Harris (15 percent).

Exhibit 0-5
Elementary Schools with Passing Rates Less than Districtwide Average
TAAS Reading Sub-Test: 1995-96

Elementary	Reading 1994 Percentage Passing	Reading 1995 Percentage Passing	Reading 1996 Percentage Passing	Difference 1996 - 1995
Fondren	43	42	40	-2
Crawford	44	51	41	-10
Peck*	57	47	49	2
Martinez, C.		46	49	3
Cage	62	55	51	-4
Sugar Grove*		48	51	3
Eighth Avenue	56	67	52	-15
Field	63	61	52	-9
Port Houston*	60	66	53	-13
Shearn	57	65	56	-9
Douglass	64	51	58	7
De Zavala	70	72	59	-13
Elrod	59	57	61	4
Looscan	80	78	62	-16
Durkee	53	69	62	-7
Stevens	67	67	62	-5
Jefferson	70	79	63	-16
Benavidez	69	72	63	-9
Grissom	52	63	63	0
Dogan*	53	54	63	9
Frost	42	49	63	14
Harris, J.R.	70	79	64	-15
Pugh	70	73	64	-9

Anderson	60	66	64	-2
Lamar	70	60	64	4
Sunny Side	68	62	65	3
Ryan	49	58	65	7
Sherman	60	78	66	-12
Allen	62	75	66	-9
Bonham	65	65	66	1
Hartsfield	54	50	66	16
Clinton Park	62	48	66	18
Kennedy	61	64	67	3
Northline	58	62	67	5
Lee	57	42	67	25
Rucker	68	75	68	-7
Davila	65	72	68	-4
Holden	57	72	68	-4
Lantrip	65	71	68	-3
Tijerina	63	63	68	5
Helms	55	71	69	-2
Golfcrest	65	69	69	0
Carrillo	53	66	69	3
Mitchell	66	66	69	3
Foster	78	65	69	4
Reynolds	64	60	69	9
Hohl	47	56	69	13
Franklin	54	74	70	-4
Concord	68	63	70	7
Fairchild	61	49	70	21
Jones, Anson	63	74	71	-3
Carnegie	66	69	71	2
Foerster	65	65	71	6
Sanchez	54	61	71	10

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research Evaluation Reports

The 1995/96 mastery rate in mathematics for all students ranged between 38 percent and 99 percent (See Appendix-Exhibit 2-14b). Schools with the greatest increase in percentage of students achieving mastery in mathematics include Longfellow and Burnet (49 percent) , Dogan (44 percent) and Field (43 percent). A decline occurred in only 6 percent of the schools. Close to one in four of the elementary schools fell below the district average (66 percent). **Exhibit 0-6** shows the percentage of students passing the TAAS mathematics sub-test for elementary students in schools with passing rates below the district's. Schools with the lowest percentage include C. Martinez (38 percent), Peck (41 percent), Crawford (42 percent), and Sugar Grove (44 percent). The greatest decrease occurred in Rucker (18 percent).

Exhibit 0-6

Elementary Schools with Passing Rates Less than Districtwide Average

Mathematics Sub-Test: 1995-96

Elementary	Math 1994 Percentage Passing	Math 1995 Percentage Passing	Math 1996 Percentage Passing	Difference 1995 & 1996
Martinez, C	-	32	38	6
Peck*	28	28	41	13
Crawford	30	39	42	3
Sugar Grove*	-	25	44	19
Fondren	28	29	50	21
Port Houston*	37	24	50	26
Allen	42	50	51	1
Eighth Avenue	43	42	51	9
Lee	48	37	52	15
Elrod	48	44	55	11
Cage	43	35	55	20
Douglass	34	31	55	24
Shearn	44	58	56	-2
Stevens	55	57	57	0
Lamar	38	47	57	10
Frost	21	40	57	17
Rucker	56	77	59	-18

Foerster	36	43	59	16
Sunny Side	47	37	59	22
Atherton	37	36	59	23
Anderson	47	59	60	1
De Zavala	54	59	60	1
Sherman	43	51	60	9
Gordon	26	37	60	23
Piney Point	48	49	61	12
Reynolds	35	43	61	18
Fairchild	41	38	61	23
MacGregor	48	56	62	6
Bonham	46	53	62	9
Durkee	32	53	62	9
Grissom	37	55	63	8
Harris, R.P.	73	45	63	18
Harris, J. R.	65	69	64	-5
Browning	56	62	64	2
Mitchell	36	51	64	13
Carnegie	39	47	64	17
Love	51	50	65	15
Milne	44	48	65	17
Highland Heights	30	38	65	27
Clinton Park	38	37	65	28
Hartsfield	30	30	65	35

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research and Evaluation

To track the performance of the same students over time, the examiners reviewed the percentage of students achieving math and reading from 1993-94 to 1995-96. Although mobility should be considered when analyzing such data, trends do exist that provide information about student performance from one grade to the next. The examiners used twenty-one of the schools where the passing rate was 40 percent or less for the 1994-95 school year to determine the progress of students from 1993-94 to 1995-96.

Exhibit 0-7 illustrates that at the third grade level the percentage of students receiving a passing rating ranged between 14 percent (Gordon) and 68 percent (MacArthur). At the fourth grade level, the percentage of students receiving a passing rate ranged between 9 percent (Peck) and 47 percent (Clinton Park). Eighty-one percent decreased from 3rd to 4th grade. Port Houston students experienced the largest decrease of students achieving mastery in the 4th grade, (38). In contrast, the passing rate for 19 of the 21 schools increased from 1 percent in Fondren to 48 percent in Hartsfield and Fairchild.

Exhibit 0-7

Percentage Passing Rate: Math Third Grade Cohort Group

1993/1994 and 1995/1996

School	Grade 3	Grade 4	Grade 5	Difference Grades 4-3	Difference Grades 3-5
Gordon	14	28	36	14	22
Crawford	16	43	26	27	10
Burnet*	20	16	82	-4	62
Peck*	33	9	52	-24	19
Fairchild	33	31	81	-2	48
Hartsfield	33	40	81	7	48
Fondren	37	35	38	-2	1
Dogan*	38	13	50	-25	12
Lee	38	33	42	-5	4
Alcott	38	41	69	3	31
Cage	39	38	59	-1	20
Kelso	41	31	78	-10	37
Sunny Side	45	43	51	-2	6
Highland Heights	47	30	62	-17	15
Houston Gardens	50	33	77	-17	27
Douglass	52	24	43	-28	-9
Port Houston*	55	17	56	-38	1
Clinton Park	56	47	91	-9	35
Hohl	59	43	68	-16	9
Atherton	66	42	30	-24	-36
MacArthur	68	40	87	-28	19

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research and Evaluation

To determine student progress over time, the examiners analyzed those schools where 50 percent or less of all students tested achieved mastery on the reading sub-test for the 1994-95. **Exhibit 0-8.** shows that at the third grade level, the percentage of students receiving a passing rating ranged between 33 percent and 81 percent. Between the 3rd grade and the 4th grades, seven of the eight schools experienced a decrease in the passing rate with Peck (33 percent), Clinton Park (26 percent) and Lee (21 percent) experiencing the largest decline. By the 5th grade, six of the eight schools increased the percentage of students achieving mastery. The greatest increase between 3rd and 5th grade occurred in Bastian (43 percent) and Fairchild (37 percent).

Exhibit 0-8

Percentage of Passing Rate in Reading

Third Grade Cohort Group: 1993/1994 and 1995/1996

Elementary	Grade 3	Grade 4	Grade 5	Difference Grades 4-3	Difference Grades 3-5
Bastian	33	46	76	13	43
Clinton Park	81	55	100	-26	19
Fairchild	48	45	85	-3	37
Fondren	53	46	48	-7	-5
Frost	44	38	62	-6	18
Hartsfield	58	51	77	-7	19
Lee	63	42	63	-21	0
Peck*	69	36	63	-33	-6

Source: HISD Research and Evaluation

Similar to elementary school passing rates for the areas tested, middle school rates vary from school to school. The reading passing rate for all students ranges between 28 percent (McReynolds) and 94 percent (Lanier), (See Appendix-Exhibit 2-13b). **Exhibit 0-9** shows the percentage of students passing the TAAS writing sub-test for middle school students in each of the middle schools. The lowest passing rate can be noted in Ripley Alternative (8 percent), Terrell Alternative (12 percent), McReynolds (28 percent), and Marshall (34 percent). From 1995 to 1996, the percentage of students achieving mastery in mathematics decreased in

16 of 33 schools. The greatest decrease occurred in McReynolds (18 percent) and the greatest increase occurred in Jackson, from 36 percent in 1994-95 to 64 percent in 1995-96, a difference of 28 percent.

Exhibit 0-9

Middle Schools Passing Rates: Less than District Average

Writing Sub-Test: 1993-94 to 1995-96

Middle School	Writing 1994	Writing 1995	Writing 1996	Difference
Attucks*	32	61	63	2
Burbank	47	52	55	3
Cullen	37	64	61	-3
Deady	46	38	53	15
Dowling*	35	41	41	0
Edison	29	43	40	-3
Fleming	43	46	55	9
Fondren	53	67	65	-2
Fonville*	63	75	72	-3
Grady		76	72	-4
Hamilton	52	64	54	-10
Hartman*	47	50	46	-4
Henry	41	46	55	9
Hogg	68	57	55	-2
Holland	47	57	69	12
Jackson*	29	36	64	28
Long	45	51	44	-7
Marshall*	29	35	34	-1
McReynolds*	40	46	28	-18
Revere	59	78	69	-9
Ripley Alternative	-	22	8	14
Ryan	74	70	73	3
Sharpstown*	55	63	65	2
Stevenson*	23	39	45	6
Terrell	9	12	12	0

Alternative				
Thomas*	24	41	46	5
Welch	75	70	69	-1
Williams, M.C.	32	62	53	-9
Woodson*	34	49	59	10

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research & Evaluation

Exhibit 0-10 shows the percentage of students passing the TAAS reading sub-test for those middle school students with rates below the district's rate (72 percent) for 1995-96. The passing rate for all students ranges between 22 percent (Ripley Alternative) and 93 percent (Lanier). From 1993-94 to 1994-95, no school experienced a loss in the percentage of students achieving mastery in reading. In 1995-96, however, the percentage dropped in 8 of the 35 schools, ranging from 1 percent to 8 percent. The passing rates in Attucks increased from 43 to 61 percent.

Exhibit 0-10

Middle Schools' Passing Rates: Less than District Average

Reading Sub-Test: 1993-94 to 1995-96

Middle School	Reading 1994	Reading 1995	Reading 1996	Difference
Ripley Alternative	-	8	22	14
Terrell Alternative	13	24	24	0
Jackson*	38	47	44	-3
Deady	46	48	44	-4
McReynolds*	39	47	48	1
Dowling*	45	52	52	0
Edison	49	50	53	3
Woodson*	52	56	53	-3
Thomas*	41	46	55	9
Marshall*	45	47	55	8
Cullen	44	50	55	5
Long	55	57	55	-2

Hartman*	53	55	56	1
Hogg	53	54	57	3
M.C. Williams	57	58	58	0
Attucks*	34	43	61	18
Fonville*	47	55	62	7
Henry	48	55	63	8
Stevenson*	41	61	63	2
Fondren	52	60	65	5
Holland	51	61	66	5
Fleming	57	59	67	8
Hamilton	69	71	67	-4
Sharpstown*	58	65	68	3
Black	65	69	71	2

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research & Evaluation

Exhibit 0-11 shows the percentage of students passing the TAAS mathematics sub-test for middle school students in each of the middle schools. The 1995-96 passing rate for all students ranges between 11 percent (Terrell) and 87 percent (Lanier). None of the schools experienced a decline in the passing rate for Mathematics. The range of improvement fell between 5 percent (Lanier, increasing from 30 to 36 percent) and 34 percent (Attucks, increasing from 14 percent to 48 percent).

Exhibit 0-11

Middle Schools' Passing Rates: Less than District Average

Mathematics Sub-Test 1993-94 to 1995-96

Middle School	Mathematics 1994	Mathematics 1995	Mathematics 1996	Difference
Deady	31	30	36	6
Hamilton	52	48	54	6
Terrell Alternative	6	3	11	8
Long	41	38	47	9
Cullen	21	28	38	10
Welch	54	49	59	10

Woodson*	26	22	33	11
Jackson*	23	22	34	12
Dowling*	24	20	33	13
Holland	36	36	52	16
Ryan	44	38	54	16
McReynolds*	22	18	35	17
Edison	38	26	43	17
Williams, M.C.	35	29	46	17
Fondren	41	39	56	17
Hogg	33	32	50	18
Fleming	39	35	53	18
Black	46	41	59	18
Marshall*	28	21	42	21
Fonville*	25	24	46	22
Hartman*	34	28	50	22
Henry	31	28	50	22
Sharpstown*	37	37	59	22
Thomas*	20	15	40	25
Burbank	45	36	65	29
Stevenson*	26	29	61	32
Attucks*	15	14	48	34

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research & Evaluation

Exhibit 0-12 shows the science and social studies passing rates for all HISD eighth grade students. For the school year 1995-96, the passing rate for science fell between 41 percent at Marshall to 93 percent at Lanier. The greatest increase from 1995 to 1996 occurred in Attucks. Only four schools exceeded the State average (77 percent). Ten schools out of 33 experienced a loss from one year to the next. In the area of social studies, the passing rate in 1995-96 fell between the range of 31 percent (McReynolds) and 90 percent (Lanier). The greatest increase from 1994-95 to 1995-96 occurred in Attucks (21 percent). From 1994-95 to 1995-96, a loss occurred in 8 out of 33 schools. Five schools exceeded the State average (69 percent).

Exhibit 0-12

Middle Schools' Percentage Passing Rate

Science and Social Studies: 1994-95 to 1995-96

Middle School	Science 1995	Science 1996	Difference 1995 & 1996	Social Studies 1995	Social Studies 1996	Difference 1995 & 1996
Grady	75	70	-5	70	65	-5
Williams, M.C.	56	52	-4	45	42	-3
Pershing	80	76	-4	76	73	-3
Holland	66	63	-3	46	54	8
Hamilton	70	67	-3	60	59	-1
Long	55	53	-2	42	42	0
Black	69	67	-2	57	61	4
Fondren	67	66	-1	61	55	-6
Revere	81	80	-1	77	74	-3
Johnston	82	81	-1	72	78	6
Edison	50	50	0	34	41	7
Clifton	85	85	0	82	81	-1
McReynolds*	42	43	1	28	31	3
Hogg	56	57	1	32	46	14
Deady	46	48	2	32	37	5
Fonville*	63	65	2	37	57	20
Henry	68	70	2	47	57	10
Hartman*	57	60	3	46	49	3
Lanier*	90	93	3	87	90	3
Woodson*	54	58	4	42	40	-2
Sharpstown*	61	65	4	56	56	0
Burbank	69	73	4	57	60	3
Marshall*	36	41	5	26	36	10
Welch	70	75	5	61	66	5
Jackson*	38	45	7	30	37	7
Stevenson*	47	54	7	29	42	13
Cullen	44	52	8	38	49	11
Dowling*	49	57	8	36	44	8
Fleming	43	53	10	37	53	16
Key	55	65	10	39	58	19

Ryan	59	69	10	51	60	9
Thomas*	47	60	13	28	38	10
Attucks*	32	61	29	24	45	21

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research & Evaluation

Exhibit 0-13 shows the percentage of students passing the TAAS writing sub-test for high school students in each of the high schools, Grade 10. The passing rate for all students ranges between 99 percent (HS Health Profession and HSPVA) and 21 percent (Wheatley) From 1994-95 to 1995-96, percentage of students achieving mastery in mathematics decreased in 63 percent of the senior high schools. In 19 percent of the senior high schools, fewer than 70 percent of all students received a passing rate.

Exhibit 0-13

Percentage of Students Achieving Mastery by High Schools

TAAS Writing from 1994 to 1996

Senior High School	Writing 1994	Writing 1995	Writing 1996	Difference 1995 & 1996
Austin*	51	58	61	3
Barbara Jordan	81	90	70	-20
Bellaire	80	84	84	0
Carter Career Center	39	38	27	-11
Davis High*	55	68	72	4
Foley's Academy	100	83	71	-12
Furr High*	59	63	54	-9
Houston Night	42		25	25
HS Health Profession	99	99	99	0
HS LECJ	98	98	96	-2
HSPVA	99	99	99	0
Jones*	63	75	70	-5
Kashmere*	76	79	73	-6
Lamar*	84	87	86	-1
Lee*	77	72	71	-1

Madison*	71	74	70	-4
Milby*	66	69	72	3
Reagan*	58	67	58	-9
Sam Houston*	50	69	61	-8
Sanchez	41	23	77	54
Scarborough	75	86	84	-2
Sharpstown*	67	81	70	-11
Sterling	75	83	80	-3
Waltrip*	53	73	75	2
Washington	73	77	77	0
Westbury*	73	76	76	0
Wheatley*	47	59	51	-8
Worthing	56	74	83	9
Yates*	63	79	71	-8

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research & Evaluation

Exhibit 0-14 shows the percentage of students passing the TAAS reading sub-test for high school students. The passing rate for all students ranges between 99 percent (HS Health Profession) and 38 percent (Carter Career Center). From 1995 to 1996, percentage of students achieving mastery in mathematics decreased in 7 percent of the senior high schools. In 48 percent of the senior high schools, fewer than 70 percent of all students received a passing rate.

Exhibit 0-14

Percentage of Students Achieving Mastery by High Schools

TAAS Reading from 1993-94 to 1995-96

Senior High School	Reading 1994	Reading 1995	Reading 1996	Difference - 1995 to 1996
HS Health Profession	98	99	99	0
HSPVA	96	97	97	0
HS LECJ	92	96	96	0
Foley's Academy	83	75	94	19
Lamar*	84	85	87	2

Bellaire	82	82	85	3
Scarborough	75	75	81	6
Worthing	56	61	78	17
Washington	71	62	76	14
Sterling	70	67	74	7
Kashmere*	56	54	73	19
Madison*	62	64	73	9
Waltrip*	66	65	71	6
Westbury*	69	70	71	1
Sharpstown*	56	63	70	7
Barbara Jordan	65	69	69	0
Milby*	63	51	67	16
Davis*	51	51	66	15
Lee*	67	59	63	4
Sanchez	46	31	63	32
Yates*	52	51	63	12
Jones*	54	58	60	2
Reagan*	64	56	60	4
Austin*	48	41	54	13
Sam Houston*	49	54	54	0
Wheatley*	29	68	49	-19
Furr High*	44	52	45	-7
Carter Career Center	21	30	38	8
Houston Night	43		29	29

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Source: HISD Research & Evaluation

Exhibit 0-15 shows the percentage of students passing the TAAS mathematics sub-test for high school students in each of the high schools, Grade 10. The passing rate for all students ranges between 99 percent (HS Health Profession) and 23 percent (Sanchez). From 1995 to 1996, the percentage of students achieving mastery in mathematics decreased in 11 percent of the senior high schools. In 81 percent of the senior high schools, fewer than 70 percent of all students received a passing rate.

Exhibit 0-15

Percentage of Students Achieving Mastery by High Schools

TAAS Mathematics from 1993-944 to 1995-96

Senior High School	Math 1994	Math 1995	Math 96	Difference 1995 & 1996
HS Health Profession	99	96	99	3
HSPVA	82	90	88	-2
HS LECJ	79	72	81	9
Bellaire	70	69	74	5
Lamar	67	68	71	3
Foley's Academy	53	57	68	11
Scarborough	49	55	65	10
Worthing	33	46	59	13
Kashmere	39	43	58	15
Madison	38	34	58	24
Milby	47	39	54	15
Sterling	48	35	52	17
Lee	40	41	51	10
Davis High	42	29	49	20
Westbury	49	46	48	2
Waltrip	38	48	47	-1
Barbara Jordan	45	42	45	3
Sharpstown	43	44	44	0
Washington	48	49	43	-6
Jones	40	42	43	1
Sam Houston	29	29	43	14
Reagan	36	33	35	2
Austin	31	25	35	10
Furr High	23	25	34	9
Yates.	31	23	25	2
Wheatley	27	24	24	0
Sanchez	19	13	23	10
Carter Career Center	1	4	10	6
Houston Night			7	7

* Low Performing Schools: TEA 1995 Accountability Rating Standards

Exhibit 0-16 shows the percentage of students passing all TAAS tests in each of the high schools. The passing rate for students ranges between 98 percent (HS Health Profession) and 13 percent (Carter Career Center). From 1995 to 1996, the percentage of students achieving mastery in mathematics decreased in 11 percent of the senior high schools. In 93 percent of the senior high schools, fewer than 70 percent of all students achieved mastery in all test areas.

Exhibit 0-16

Percentage of Students Achieving Mastery by High Schools

TAAS: All Test - 1993-94 to 1995-96

Senior High School	All Test 1994	All Test - 1995	All Test - 1996	Difference 1995 & 1996
HS Health Profession	92	95	98	3
HSPVA	80	90	88	-2
HS LECJ	74	71	77	6
Bellaire	65	65	69	4
Lamar	63	65	68	3
Scarborough	43	50	59	9
Foley's Academy	53	48	58	10
Worthing	24	38	51	13
Washington	44	42	49	7
Sterling	41	33	46	13
Kashmere	29	33	46	13
Westbury	42	40	43	3
Waltrip	30	40	42	2
Milby	37	29	42	13
Davis High	28	24	42	18
Sharpstown	31	37	38	1
Jones	33	36	38	2
Lee	38	35	35	0
Barbara Jordan	35	35	34	-1
Madison	31	29	29	0
Reagan	27	26	29	3
Sam Houston	20	24	28	4
Austin	21	19	25	6

Furr High	19	20	23	3
Sanchez	17	3	22	19
Yates.	24	17	22	5
Wheatley	13	19	14	-5
Carter Career Center	0	4	13	9
Houston Night	13	40	0	-40

Source: HISD Research & Evaluation

At all grade levels, the HISD passing rate for TAAS tests fell below the State's passing rate. From year to year, achievement declines from grade 5 to grade 8 in both reading and mathematics. Cohort group performance declined in 17 of 21 schools at the 4th grade level. At the elementary, middle, and high school level, test scores improved in the area of mathematics, but reading and writing in some instances dropped. Twenty-four of the schools identified as low performing schools were rated as such because of the disparity that exists in the passing rates among African American, Hispanic, and economically disadvantaged students.

Considerable disparity exists, also, between individual schools. These findings may explain why a survey of community leaders resulted in 45.3 percent rating the quality of education in HISD as "Fair" and 19.1 percent rating the district as "Poor". Moreover, 60.1 percent of these same community leaders did not agree that children are educated in basic skills as measured by TAAS. Despite the district's concentration on TAAS, 59 percent of the parents surveyed are dissatisfied with the education their children are getting. Only 44 percent of the same group agreed that HISD students graduate with the skills needed to prepare them for the future.

Exhibit 0-17 and **0-18** show the percent passing and the average scale score for the Biology and Algebra End-of-Course Tests for May, 1995, and Fall, 1995. In biology, 54 percent of all students tested earned a passing score in fall, 1995. For all groups where data were available, scale scores increased from spring to fall with the exception of Asian students. For the fall, 1995, the percentage of females (51 percent), African American and Hispanic (51 percent), Economically Disadvantaged (48 percent), Chapter 1 (21 percent), Limited English (27 percent), E** SL (19 percent), At-Risk (47 percent) was less than the average percentage of all students

In algebra, only 8 percent of all students tested earned a passing score in fall of 1995. The percentage of females (6 percent), African American (5 percent), Hispanic (6 percent), Economically Disadvantaged (4 percent), Chapter 1 (None), Migrant (None), Limited English (None), E** SL (None), At-Risk (2 percent), Career/Technology (7 percent) was less than

the district average. The highest scale score was among White students (1423) and the lowest among those categorized as Migrant students (1274).

Exhibit 0-17

Biology 1 Texas End-of-Course

Data Summary May, 1995 and Fall 1995

	Number Tested		Percent Passing		Average Scale Score	
	May, 95	Fall, 95	May, 95	Fall, 95	May, 95	Fall, 95
Gender						
Male	331	629	39	57	1447	1529
Female	352	670	31	51	1434	1503
Ethnicity						
Native American	0	2	0	-		
Asian	6	19	50	58	1475	1467
African American	27	382	26	51	1409	1501
Hispanic	636	639	34	51	1439	1500
White	10	124	80	84	1572	1676
No Information	4	133	-	44	-	1488
Special Categories						
Economically Disadvantaged	-	321	-	48		1489
Chapter 1	-	14	--	21	-	1399
Migrant	14	4	43	-	1479	-
Limited English	44	193	27	27	1381	1399
E** SL	10	128	10	19	1313	1367
Gifted & Talented	-	31	-	94	-	1738
At-Risk	28		43	47	1448	1479
Career/Technology		381		56		1511
All Students	683	1299	35	54	1440	1516

Source: HISD Research & Evaluation

Exhibit 0-18

Algebra 1 Texas End-of-Course

Data Summary - Fall 1995

	Number Tested	Percent Passing	Average Scale Score
Gender			
Male	781	10	1355
Female	896	6	1342
Ethnicity			
Native American	1		
Asian	18	0	1387
African American	709	5	1335
Hispanic	731	6	1339
White	145	28	1423
No Information	73	19	1406
Special Categories			
Economically Disadvantaged	217	4	1332
Chapter 1	64	0	1286
Migrant	7	0	1274
Limited English	80	0	1317
E** SL	53	0	1318
Gifted & Talented	39	18	1414
At-Risk	534	2	1321
Career/Technology	271	7	1347
All Students	1677	8	1348

Source: HISD Research & Evaluation

Exhibit 0-19 and **0-20** illustrate the PSAT verbal and mathematics scores for junior and sophomore students in 1994-95. Both verbal and mathematics scores for HISD students were less than the United States average for all three years. The greatest difference is found in the verbal scores for 1994-95. As noted in Exhibit 4.3.16, Hispanic and African American students earned the lowest verbal scores, 42.4 and 42.0 respectively. In the area of mathematics, African American and Hispanics once again earned the lowest scores, 41.1 and 41.8 respectively. White students earned the highest verbal score (53.1) **and** Asians earned the highest mathematics score (54.4). In both verbal and mathematics, males

outperformed females. Males had the highest discrepancy when comparing their mathematics and verbal performance.

Exhibit 0-19

A Comparison of HISD and National Mean PSAT Scores

1992-1995

	Verbal Scores			Mathematics		
	94-95	93-94	92-93	94-95	93-94	92-93
HISD	46.8	39.4	39.0	46.5	45.1	44.7
U.S.	48.8	41.1	40.4	47.9	45.8	45.6
Difference	-2.0	-1.7	-1.4	-1.4	-0.7	-0.9

Source: HISD Research & Evaluation

Exhibit 0-20

Mean PSAT Scores by Ethnicity and Gender for HISD Students

1994-945

	Verbal	Math
Ethnicity		
African American	42.4	41.1
Asian	42.4	54.4
Hispanic	42.0	41.8
White	53.1	52.1
Native American/Other	49.8	47.5
Gender		
Male	47.1	48.6
Female	46.0	44.2

Source: HISD Research & Evaluation

Exhibit 0-21 shows the comparison of HISD, State and National mean SAT verbal and mathematics scores over time. Over a 6 year period, the mean verbal and math scores for HISD students has been consistently lower than the mean scores for Texas and the nation. Scores for African American and American Indians, as shown in **Exhibit 0-22**, declined from 1993 to 1994; in 1994, the lowest verbal score was 339 (African American

students) followed by the second lowest score of 357 (Mexican American students). Mathematics scores for African Americans, students classified as Other, and Hispanics declined from 1993 to 1994. African American students earned the lowest score (388).

Exhibit 0-21

Comparison of SAT National State, and HISD

Mean Scores: 1988-89 to 1993-94

Year	National Mean		Texas Mean		HISD Mean	
	Verbal	Math	Verbal	Math	Verbal	Math
1988-89	427	476	415	462	402	453
1989-90	424	476	413	461	394	444
1990-91	422	474	411	463	392	448
1991-92	423	476	410	466	388	444
1992-93	424	478	413	472	384	446
1993-94	423	479	412	474	389	450

Source: HISD Research & Evaluation

Exhibit 0-22

Comparison of SAT Mean Verbal Scores by Ethnic/Racial Background

1992-93 to 1993-94

Ethnicity	Verbal		Mathematics	
	1993	1994	1993	1994
African American	341	339	391	388
American Indian	411	400	467	463
Asian	406	411	525	530
Mexican American	354	357	420	421
Puerto Rican	384	430	404	546
Other Hispanic	360	363	423	414
White	457	467	514	521
Other	422	396	449	472

Source: HISD Research & Evaluation

Exhibit 0-23 shows the comparison of HISD, State and Nation Mean scores for ACT composite scores over a 6 year period. Over a 6 year period, the mean composite scores for HISD have been consistently lower than the Texas and National mean scores. The mean scores for HISD fluctuated during this time period from 19.6 in 1988-89 to 19.2 in 1993-94. **Exhibit 0-24** shows that African American students earned the lowest composite score (17.3) in 1994, followed by Hispanic students (18.3). A very small decrease in Hispanic student performance occurred in 1994.

Exhibit 0-23

ACT National State and HISD Mean Composite Scores

Year	National Mean	Texas Mean	HISD Mean
1988-89	20.6	19.8	19.6
1989-90	20.6	19.8	19.5
1990-91	20.6	19.9	19.4
1991-92	20.6	19.9	19.0
1992-93	20.7	20.1	18.9
1993-94	20.8	20.2	19.2

Source: HISD Research & Evaluation

Exhibit 0-24

ACT Mean Composite Scores by Ethnic/Racial Background

Ethnicity	1993	1994
African American	17.0	17.3
Asian	19.9	21.0
Hispanic	18.4	18.3
White	21.4	22.0
Other	17.0	18.7

Source: HISD Research & Evaluation

Exhibit 0-25 and Exhibit 0-26 show the results of the College Board Advanced Placement Examination. Three represents the passing score in all subjects areas tested. Three of the 12 participating schools scored above the district average of 3.26. The poorest performing schools include Milby (1.53) and Sterling (1.39). The average student score was less than 3.0 in 33 percent of the topics tested. The highest average occurred in the

area of Physics B (4.15); only 3 students, however, were tested. In Biology, 120 students were tested and their average score was 4.02.

EXHIBIT 0-25

Average Score of Students on 1995 College Board

Advanced Placement Examination by High School

High School	Number Tested	Average
Bellaire	1034	3.55
High School For Performing and Visual Arts	112	3.45
Law Enforcement and Criminal Justice	23	3.39
DISTRICT	1666	3.26
Scarborough	31	3.19
Health Professions	55	2.95
Lee	188	2.85
Sharpstown	4	2.75
Lamar	93	2.66
Jones	25	2.52
Sam Houston	43	2.14
Milby	30	1.53
Sterling	28	1.39

Source: HISD Research & Evaluation

Exhibit 0-26

Average Score on Specific Test Topics

College Board Advanced Placement Examination

1995-96

Test Topics	Number Tested	Average Score
Physics B	3	4.15
Psychology	1	4.08
Biology	120	4.02

Physics C, Electrical	13	3.68
Macro Economics	103	3.57
Calculus AB	77	3.39
Chemistry	64	3.34
European History	107	3.30
U.S. History	50	3.26
Computer B	4	3.25
Spanish Language	141	3.21
Spanish Literature	14	3.21
Micro Economics	54	3.19
German	4	3.02
Art History	1	3.00
Calculus BC	92	3.00
English Composition	216	2.96
Computer A	7	2.86
English Literature	458	2.83
Latin: Vergil	5	2.77
Government	82	2.60
French	20	2.00
Music Theory	2	2.00
Physics C, Mechanical	28	2.00

Source: HISD Research & Evaluation

Exhibit 0-27 illustrates student performance on the International Baccalaureate exams. Grades are range from very poor (1) through satisfactory (4) to excellent (7), and with distinction (7E). .In all areas tested, the mean scores for HISD students was less than the mean world scores; however, the HISD scores were within one point of the world score. The greatest discrepancy occurred in Mathematics (1.4).

Exhibit 0-27

International Baccalaureate Program 1993-94

Subject	Level	HISD	World
English A1	* HL	4.3	4.9
English A1	** SL	4.2	4.8
Mathematics	** SL	4.0	4.5

History	** SL	3.5	4.2
General Chemistry	** SL	3.5	4.2
Physics	** SL	3.7	4.2
Economics	* HL	4.1	4.8
Mathematics	* HL	3.4	4.8
Economics	** SL	4.1	4.7
Biology	* HL	4.1	4.3
Chemistry	* HL	4.0	4.3
Spanish B	** SL	4.8	4.9
Biology	** SL	4.0	4.6
Russian B	** SL	5.2	5.3

* HL = Higher Level; ** SL = Subsidiary Level

Source: HISD Research & Evaluation

Overall student performance on tests and examinations for the college-bound is less than that of the National and State scores. Mathematics is the area where HISD students exhibit the poorest performance. Student performance among these students varies across racial and economic lines. African American students earn the lowest scores followed by the economically disadvantaged and Mexican American/Hispanic students. Data from Telesurveys of Texas, Inc., dated Spring 1996, stated that among 8th, 11th, and 12th grade students, 85 percent of the of students plan to attend college after leaving high school. Based on enrollment in advanced courses, performance on TAAS and other standardized tests, HISD students are not likely to gain college entrance

To provide quality education for non-English speaking children, the Texas Education Code requires that each school district offers two types of special language programs to students, bilingual and English as a Second Language (ESL) programs. Bilingual education provides instruction that shifts from first or home language instruction to English language instruction. Instruction is delivered initially in the primary language. ESL is an intensive program of English instruction that focuses on the language arts.

HISD offers a number of different instructional models to support elementary and secondary education.

Exhibit 0-28 how the performance of Bilingual and ESL students on the SABE for the school year 1994-95. SABE scores are reported as Normal Curve Equivalence (NCE) on a scale of 1 to 100. A score of 50 represents the norm or the average when comparing student scores with that of other

students. NCE scores in reading decreased from 1993/94 to 1994/95. The greatest decrease in reading scores occurred in Grade 1. The lowest score for 1994-95 occurred in the 4th grade (39.0) followed closely by 6th grade (40.0) and 5th grade (40.4). With the exception of the 3rd grade, mathematics NCE scores decreased from 1994 to 1995 for all other grades. Scores at all grade levels except the 4th grade (27.0) exceed the average of 50.

Exhibit 0-28

SABE Mean NCE Scores in Reading & Mathematics

Bilingual Education Grades 1 to 6; 1994 & 1995

Grade	Reading Mean NCE 1994	Reading Mean NCE 1995	Mathematics Mean NCE 1994	Mathematics Mean NCE 1995
1	57.2	45.4	55.1	54.1
2	54.1	53.9	61.1	60.1
3	53.6	47.6	54.5	58.3
4	45.1	39.0	52.4	27.0
5	41.3	40.4	50.8	50.7
6	43.2	40.0	52.9	52.3
Total	53.5	51.3	56.3	58.3

Source: HISD Research Evaluation Report

Exhibit 0-29 shows the performance of those Bilingual and ESL students on the English TAAS Reading Sub-test. The greatest decrease occurred in the 6th grade, from 55.5 percent in 1994 to 43.2 percent in 1995; similar results occurred in the 7th grade, from 48.8 percent to 42.4 percent. English TAAS mathematics sub-test. From 1994 to 1995, the percentages of bilingual students achieving mastery decreased in the 6th grade, from 31.7 percent to 28.6 percent and in the 7th grade, from 40.9 percent to 21.0 percent. In both math and reading for 1994-95, the percentage of students achieving mastery was less than that of all HISD students tested.

Exhibit 0-29

English TAAS Reading and Mathematics Scores: Bilingual

Percentage of Students Achieving Mastery

Grades 3 to 8; 1994 & 1995

Grade	Number Tested	Reading 1994	Number Tested	Reading 1995
3	1	-	207	66.7
4	140	0.6	221	65.2
5	169	46.1	270	61.5
6	36	55.5	192	43.2
7	43	48.8	59	42.4
8	3	-	3	0
Total	392	51.8	952	58.4

Grade	Number Tested 1994	Mathematics 1994	Number Tested 1995	Mathematics 1995
3	1	100	185	62.2
4 ^t	138	52.2	228	59.2
5	164	27.4	254	60.6
6	41	31.7	199	28.6
7	44	40.9	62	21.0
8	3	33.3	4	0
Total	391	38.4	932	50.9

Source: HISD Research Evaluation Report

Exhibit 0-30 shows the performance of the students on the English TAAS Tests for students categorized as English as Second Language (ESL). Among these students tested in the area of reading, percentages decreased from 1994 to 1995 in grades 6 (41.5 percent to 36.8 percent) and grade 9 (20.2 percent to 18.9 percent). In the area of mathematics, percentages decreased in grade 6, (28.2 percent to 18.7 percent), grade 7, (16.1 percent to 11.5 percent), and grade 8, (11.5 percent to 10.0 percent), grade 9, (11.2 percent to none), and grade 11, (18.1 percent to 13.3 percent). The percentage of ESL students achieving mastery is less than that of bilingual students and other HISD students.

Exhibit 0-31

English TAAS Scores: ESL

Percentage of Students achieving mastery

Grades 3 to 12; 1994 & 1995

Grade	Reading	Reading	Writing	Writing	Mathematics	Mathematics
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	1994	1995	1994	1995	1994	1995
3	50.0	72.8	-	-	-	66.7
4	58.1	65.1	33.3	76.8	44.0	53.8
5	48.1	56.2	60.4	100	27.4	55.6
6	41.5	36.8	-	-	28.2	18.7
7	25.5	25.8	-	12.8	16.1	11.5
8	17.1	19.2	.5.0	19.6	11.5	10.0
9	20.2	18.9	10.9	28.6	11.2	0
10	4.5	13.4	3.5	22.8	3.8	17.9
11	11.3	16.3	13.3	22.6	18.1	13.3
12	28.2	36.8	22.9	41.6	26.9	35.4
Total	27.3	30.0	21.7	29.3	19.1	21.5

Source: HISD Research Evaluation Report

Exhibit 0-32 shows Spanish TAAS scores for Bilingual Education Students, grades 3 and 4. For the reading sub-test, the percent passing increased for 1993/94 to 1994/95. Among those tested in the area of mathematics, the percentages of students achieving mastery decreased in both grades 3 and 4, from 32.7 percent to 31.0 percent and 30.6 percent to 28.2 percent respectively.

Exhibit 0-32

Spanish TAAS Scores: Bilingual Education

Grades 3 to 4; 1994 & 1995

Grade	Reading 1994	Reading 1995	Mathematics 1994	Mathematics 1995
3	40.2	100	32.7	31.0
4	41.1	44.9	30.6	28.2
Total	40.6	60.2	31.9	29.7

Source: HISD Research Evaluation Report

Exhibit 0-33 shows that on the TAAS reading sub-test from 1994 to 1995, the percentage of those achieving mastery decreased in the 11th grade from 42 percent to 25 percent. In mathematics, a decrease occurred in the 8th grade (36 percent to 27 percent), the 11th grade (38 percent to 19 percent) and the 12th grade (55 percent to 53 percent). In the area of reading in 1994/95, the percentage of students achieving mastery increased at all

grades except grade 11. Overall, increases occurred in both reading and writing. The average of students achieving mastery in mathematics decreased from 43 percent to 39 percent.

Exhibit 0-33

TAAS Percent of Immigrant Students Passing

Grade	Reading 1994	Reading 1995	Writing 1994	Writing 1995	Mathematics 1994	Mathematics 1995
3	68.0	73.0	-	-	57.0	60.0
4	68.0	83.0	79.0	90.0	52.0	74.0
5	70.0	79.0	-	-	61.0	69.0
6	52.0	62.0	-	-	43.0	43.0
7	49.0	58.0	-	25.0	35.0	35.0
8	52.0	52.0	44.0	53.0	36.0	27.0
10	50.0	51.0	52.0	61.0	38.0	39.0
11	42.0	25.0	39.0	28.0	38.0	19.0
12	43.0	59.0	39.0	54.0	55.0	53.0
Total	54.0	58.0	51.0	55.0	43.0	39.0

Exhibit 0-34 shows a decline from 1993/94 to 1994/95 in the percentage of 5th and 8th grade migrant students achieving mastery in the TAAS reading sub-test. A decline in the percentages achieving mastery in reading occurred in the 5th and 8th grade. In mathematics, the greatest decline occurred in the 6th grade, from 50.7 percent to 29 percent. In 1994/95, in grade 8, the percentage achieving mastery dropped from 36 percent to 7.9 percent.

Exhibit 0-34

TAAS Passing Rates for Migrant Students:

Grade	Reading 1994	Reading 1995	Writing 1994	Writing 1995	Mathematics 1994	Mathematics 1995
3	33.0	58.8	-	-	33.0	52.9
4	58.0	82.1	82.0	86.2	54.0	57.1
5	100	65.5	-	-	40.0	64.3
6	11.0	57.1	-	-	10.0	36.2
7	0	41.3	-	100	12.0	14.9

8	50.0	41.7	33.0	37.8	36.0	7.9
10	57.0	62.1	33.0	58.1	14.0	42.4
11	100	9.1	0	36.4	100	23.1
12	0	50.0	33.0	33.3	0	33.3
Total	47.0	53.4	48.0	56.3	31.0	34.6

Analysis of bilingual, ESL, and migrant student performance on the various tests shows discrepancies from among different grade levels and from one year to the next. Student performance does not match the State of Texas to provide a quality instructional program for non-English speaking children. The percentage of students achieving mastery on the TAAS tests is less than that of the English speaking children in all areas.

Chapter 1/Title I programs are expected to provide additional instruction to students whose academic performance is below the norm as measured by standardized tests. **Exhibit 0-35** shows that among those Chapter 1 students tested in the area of reading, 1993-94, discrepancies exist between the mean report card grade and the mean TAAS Texas Learning Index (TLI). The mean report card grade for all students (81.8) differed from the mean TLI score (73.3). The greatest discrepancy occurred among the group of students with a TLI score that was less than 70, average report card grade of 77.4 and TLI score of 56.2. In mathematics, similar discrepancies occurred. Among all students, the discrepancy was 16.2 and among those with TLI scores less than 70, the discrepancy was 24.7.

Exhibit 0-35

Comparison of Chapter 1 Mean Report Cards and TAAS TLI Scores

Reading and Mathematics: 1993-94

Categories	Reading Mean Report Card Grade	Reading Mean TAAS TLI	Difference between Report Card & TLI
All Students	81.8	73.3	8.5
Less than 70 TLI	77.4	56.2	21.2
Less than 70 & Greater Than 60	79.2	65.0	14.2
Greater than or Equal to 70 TLI	84.3	82.7	1.6

Categories	Mathematics Mean Report Card Grade	Mathematics Mean TAAS TLI	Difference between Report Card & TLI
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All Students	81.9	65.7	16.2
Less than 70 TLI	78.4	53.7	24.7
Less than 70 & Greater Than 60	81.1	64.9	16.2
Greater than or Equal to 70 TLI	85.9	79.2	6.7

Exhibits 0-36 shows that Title I Innovative Grants as assessed in 1994-95 are not meeting the designated needs of Title I students: Examination of goals and objectives for 13 innovative grants revealed that in many instances objectives are not being met. Of a total of 29 objectives listed, more than half were not met. Five objectives were met where no limitations were set. For example, the objectives merely state that there will be an improvement in a particular area. In contrast, other objectives state an increase in a given percent will occur

.Exhibit 0-36

Title 1 Innovative Grants

Title 1 Innovative Grants	Funding Cost	Goal/Target	Met
Bridging The Gap	38,225	2% increase in the percent passing TAAS reading, Grades 3-5.	Yes
Immersion in Literacy: Students, Parents, and Teachers	59,230	2% increase in the percent passing TAAS Mathematics, Grades 3-5. Increase in Reading report card grades at the 75% level.	No
Computer Aided Instruction for TAAS Improvement	60,000	Increase in Mathematics report card grades at the 75% level. Improvement in TAAS Reading sub-test passing rates.	No
Pupils Achieving Wide-Ranged Success	48,102	Improvement in TAAS Mathematics sub-test passing rates. 10% increase in the percent passing TAAS reading sub-tests in grades 3-5.	No
		10% increase in the percent passing TAAS mathematics sub-tests in grades 3-5.	No

Durkee Innovative Program	15,315	50% of grade 3-5 students pass Reading section of TAAS.	Yes
		80% of grade 1-2 students pass with report card grade of 70 or above.	Yes
Ready, Eager, Anxious, Determined	60,000	70% of program participants pass TAAS reading.	No
		70% of program participants receive a passing final grade in reading.	No
		75% of kindergarten students pass Reading with a grade of 70 on progress report.	Yes
Grandparent Program	17,500	79% of grade 1 students pass with a report card grade of 70 or above.	No
		90% of grade 2 students pass reading with a report card grade of 70% or above.	No
		33% of grade 5 students pass reading with report card grade of 85.	
		24% of grade 6 students pass reading with a report card grade of 85.	No
Project A.K.T.	30,670	5% of grade 5 students pass reading with a report card of 85.	No
		22% of grade 6 students pass reading with a report card of 85.	Yes
Teacher Technology System	21,698	Improvement in the TAAS reading sub-test scores.	No
		Improvement in TAAS mathematics sub-test scores.	No
		84% of grade 4 students pass reading section of the TAAS.	No
Project Boot-up	59,876	67% of Grade 4 students pass mathematics section of the TAAS.	Yes
		86% of grade 4 students pass writing section TAAS.	No
Project Success	34,780	Improvement in TAAS reading sub-test	Yes

		scores	Yes
		Improvement in TAAS mathematics sub-test scores.	
An Integrated Technology Model	37,350	Increase percentage of students passing TAAS reading.	Yes
		Increase percentage of students passing TAAS mathematics.	Yes
DISTAR Reading, Writing and Math Mastery	36,070	70% pass the SRA Criterion Referenced Test.	Yes

Appendix P

Recommended Facility Planning Guidelines For Houston ISD

SPACE USE CATEGORY	SPACE OCCUPIED BY: GRADE				
	PRE-K	1-3	4-6	7-8	9-12
A. Classrooms					
Rooms used by classes which do not require special purpose equipment for student use. Includes arts labs, journalism facilities, and dark rooms. Also included are storage areas for general classroom materials.					
<u>ASSIGNABLE SQUARE FEET PER STUDENT STATION</u>					
General Classrooms	46	30	30	27	25
Special Education	85	85	85	85	85
<u>AVERAGE HOURS OF ROOM USE PER WEEK</u>	30	30	30	30	30
<u>STATION UTILIZATION RATE</u>	85%	85%	85%	85%	85%
B. Laboratories					
Rooms used for classes which require special purpose equipment for student participation, experimentation, observation, or practice in a field of study. Includes academic and vocational labs.					
<u>ASSIGNABLE SQUARE FEET PER STUDENT STATION</u>					
Academic Labs					
Science	0	0	0	40	50
Music	0	0	0	20	20
Vocational Labs					
Light	0	0	0	40	50
Medium	0	0	0	75	100
Heavy	0	0	0	95	165
Computer Lab	30	30	30	30	30
<u>AVERAGE HOURS OF ROOM USE PER WEEK</u>	20	20	20	20	20
<u>STATION UTILIZATION RATE</u>	85%	85%	85%	85%	85%
C. Multipurpose Space					
Facilities used for physical education and athletic including gymnasium, training rooms, sport rooms, locker and dressing areas, and p.e. equipment storage.					
<u>ASSIGNABLE SQUARE FEET PER STUDENT STATION</u>	15	15	10	0	0

<u>PERCENT OF STUDENT BODY SEATED AT ONE TIME</u>	33.3%	33.3%	33.3%	0	0
D. Teaching Gym					
<u>ASSIGNABLE SQUARE FEET PER STUDENT</u>	0	0		9	9
E. Instructional Support Space					
Facilities used to store classroom and laboratory supplies and equipment to prepare for instruction.					
<u>CALCULATED AS PERCENTAGE OF CLASSROOM AND LABORATORY SPACE</u>	10%	10%	10%	10%	10%
F. Library Space					
Facilities used for shelf space and storage for books, audio-visual materials and areas for individual study. Includes reading and study rooms, circulation, catalogs, display areas and closet space.					
Reading Rooms/Carrels					
<u>ASF PER STUDENT STATION</u>	28	28	28	28	25
<u>PERCENT OF STUDENTS SEATED AT ONE TIME</u>	10%	10%	10%	10%	10%
Stack Areas					
<u>VOLUMES PER STUDENT</u>	10	10	10	15	15
<u>ASF PER VOLUME EQUIVALENT</u>					
Processing Areas					
<u>PERCENT OF READING AND STACK AREAS</u>	20%	20%	20%	20%	20%
G. Assembly					
Includes theaters, concert halls, assembly space, stage areas, little theaters, stage adjacent to elementary multi-purpose space, prop and set construction areas, dressing rooms and coatrooms.					
<u>ASSIGNABLE SQUARE FEET PER STUDENT STATION</u>	0	0	0	15	15
<u>PERCENT OF STUDENTS SEATED AT ONE TIME</u>	0	0	0	33.3%	100%
H. Student Services					
Facilities used by student for dining, health services, and meeting places. Include kitchen, food service and storage areas, plus all applicable equipment storage.					
<u>ASSIGNABLE SQUARE FEET PER STUDENT</u>	7.5	7.5	7.5	7.5	7.5
I. Office Space					
Rooms used by administration, faculty and staff including offices, counseling offices, office supply storage, meeting rooms and office data processing space. Office space is not provided for custodians.					
<u>ASSIGNABLE SQUARE FEET PER FTE POSITION</u>	75	75	75	100	120
J. Support Space					
Areas used for district-wide services including printing, large areas for supply and equipment storage, central data processing areas, vehicle storage, receiving services and distribution services.					
<u>PERCENT OF ALL OTHER SPACE</u>	2%	2%	2%	2%	2%

K. Net to Gross Conversion Factor

<u>GROSS SQUARE FEET PER ASSIGNABLE SQUARE FOOT</u>	1.3513	1.3513	1.3513	1.4286	1.5152
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Appendix Q:

HISD Facility Utilization

1995-96 Enrollments

Elementary Schools (A-F)

Campus	Permanent Sq. Ft.	Temporary Facilities	Total Sq. Ft.	Percent of Temporaries	1995-96 Student Enrollment	Total Gross Sq. Ft. Per Student	Guideline Sq. Ft. Per Student Capacity	Space Use Guidelines		
								Below	Within	Above
ELEMENTARY SCHOOLS										
ALCOTT	55,606	3 (5,376)	60,962	9%	868	70	90-105	X		
ALLEN	36,016	2 (3,072)	39,088	8%	394	99	90-105		X	
ALMEDA	33,749	6 (9,216)	42,965	21%	489	88	90-105		X	
ANDERSON	65,138	3 (10,752)	75,890	14%	1,320	57	90-105	X		
ASHFORD	34,403	17 (22,020)	56,423	39%	693	81	90-105		X	
ASKEW	48,556	12 (15,468)	64,024	24%	683	94	90-105		X	
ATHERTON	61,882	-0-	61,882	0%	486	127	90-105			X
BARRICK	50,301	2 (3,072)	53,373	6%	726	74	90-105	X		
BASTIAN	55,904	-0-	55,904	0%	504	111	90-105			X
BELL	58,200	9 (8,808)	67,008	13%	830	81	90-105	X		
BENAVIDEZ	68,216	7 (9,216)	77,432	12%	1,058	73	90-105	X		
BENBROOK	36,275	7 (6,504)	42,779	15%	540	79	90-105	X		
BERRY	36,137	8 (13,000)	49,137	26%	648	76	90-105	X		
BLACKSHEAR	58,908	-0-	58,908	0%	570	103	90-105		X	
BONHAM	41,083	18 (23,497)	64,580	36%	1,149	56	90-105	X		
BONNER	37,515	8 (10,728)	48,243	22%	834	58	90-105	X		
BOWIE	43,258	3 (4,992)	48,250	10%	441	109	90-105		X	
BRAEBURN	57,329	22 (27,540)	84,869	32%	1,161	73	90-105	X		
BRIARGROVE	38,133	14 (17,448)	55,581	31%	761	73	90-105	X		
BRISCOE	52,870	-0-	52,870	0%	719	74	90-105	X		
BROCK	41,490	-0-	41,490	0%	282	147	90-105			X
BROOKLINE	52,655	20 (29,252)	81,907	36%	1,309	63	90-105	X		
BROWNING	33,392	7 (9,568)	42,960	22%	617	70	90-105	X		
BRUCE	51,124	-0-	51,124	0%	499	102	90-105		X	

BURBANK	77,244	5 (8,736)	85,980	10%	871	99	90-105		X
BURNET	68,216	2 (3,072)	71,288	4%	928	77	90-105	X	
BURRUS	60,712	-0-	61,172	0%	561	109	90-105		X
BUSH	73,000	2 (3,072)	76,072	4%	673	113	90-105		X
CAGE	45,525	7 (7,944)	53,479	15%	802	67	90-105	X	
CARNEGIE	48,702	-0-	48,702	0%	409	119	90-105		X
CARRILLO	75,335	-0-	75,335	0%	854	88	90-105	X	
CHATHAM	40,620	1 (1,596)	42,216	4%	315	134	90-105		X
CLINTON PARK	26,346	-0-	26,346	0%	204	129	90-105		X
CODWELL	45,122	2 (1,776)	46,898	4%	601	78	90-105	X	
CONCORD	43,413	2 (2,304)	45,717	5%	358	128	90-105		X
CONDIT	35,195	4 (6,144)	41,339	15%	632	65	90-105	X	
COOP	31,114	14 (17,556)	48,670	36%	690	71	90-105	X	
CORNELIUS	46,426	14 (16,776)	63,202	27%	1,033	61	90-105	X	
CRAWFORD	57,997	-0-	57,997	0%	288	201	90-105		X
CRESPO	73,000	-0-	73,000	0%	753	97	90-105		X
CROCKETT	35,320	-0-	35,320	0%	367	96	90-105		X
CUNNINGHAM	28,477	24 (36,604)	65,081	56%	829	79	90-105	X	
DAVILA	86,998	-0-	86,998	0%	853	102	90-105		X
DECHAUMES	35,852	8 (9,696)	45,548	21%	482	94	90-105		X
DEZAVALA	78,235	-0-	78,235	0%	742	105	90-105		X
DODSON	74,680	-0-	74,680	0%	774	96	90-105		X
DOGAN	48,326	2 (3,960)	52,286	8%	409	128	90-105		X
DOUGLASS	60,753	-0-	60,753	0%	475	128	90-105		X
DURHAM	41,379	-0-	41,379	0%	413	100	90-105		X
DURKEE	58,672	2 (3,072)	61,744	5%	805	77	90-105	X	
EASTER	35,473	3 (4,608)	40,081	12%	353	114	90-105		X
EIGHTH AVENUE	30,703	-0-	30,703	0%	274	112	90-105		X
ELIOT	89,213	-0-	89,210	0%	871	102	90-105		X
ELROD	36,695	20 (23,976)	59,135	41%	879	67	90-105	X	
EMERSON	32,350	9 (13,176)	45,526	29%	708	64	90-105	X	
FAIRCHILD	40,236	4 (6,144)	46,380	13%	467	99	90-105		X
FIELD	52,610	3 (4,104)	56,714	7%	554	102	90-105		X
FOERSTER	26,850	12 (17,460)	44,310	39%	795	56	90-105	X	
FONDREN	23,875	10 (11,448)	35,323	32%	451	78	90-105	X	

FOSTER	45,649	4 (5,040)	50,689	10%	675	75	90-105	X
FRANKLIN	59,687	11 (12,624)	72,311	17%	896	81	90-105	X
FROST	42,760	14 (17,808)	60,568	29%	730	83	90-105	X

Appendix Q:

HISD Facility Utilization

1995-96 Enrollments

Elementary Schools (G-O)

Campus	Permanent Sq. Ft.	Temporary Facilities	Total Sq. Ft.	Percent of Temporaries	1995-96 Student Enrollment	Total Gross Sq. Ft. Per Student	Guideline Sq. Ft. Per Student Capacity	Space Use Guidelines		
								Below	Within	Above
ELEMENTARY SCHOOLS										
GALLEGOS	73,000	-0-	73,000	0%	724	101	90-105		X	
GARCIA	76,300	-0-	76,300	0%	743	103	90-105		X	
GARDEN OAKS	38,524	4 (5,376)	43,900	12%	563	78	90-105	X		
GARDEN VILLAS	86,693	6 (8,820)	95,513	9%	N/A		90-105	-	-	
GOLFCREST	54,062	10 (16,940)	71,002	24%	876	81	90-105	X		
GORDON	25,790	8 (11,520)	37,310	31%	477	78	90-105	X		
GREGG	36,880	3 (3,840)	40,720	9%	518	79	90-105	X		
GRIMES	41,174	2 (2,304)	43,478	5%	465	94	90-105			X
GRISSOM	53,318	17 (21,768)	75,086	29%	884	85	90-105	X		
HARRIS, J.R.	57,088	4 (6,336)	63,424	10%	695	91	90-105			X
HARRIS, R.P.	27,400	13 (19,512)	46,912	42%	938	50	90-105	X		
HARTSFIELD	43,936	-0-	43,936	0%	429	102	90-105			X
HARVARD	42,792	-0-	42,792	0%	702	61	90-105	X		
HELMS	36,895	1 (1,536)	38,431	4%	382	101	90-105			X
HENDERSON, J.P.	53,792	5 (8,064)	61,856	13%	771	80	90-105	X		
HENDERSON, N.Q.	43,248	2 (3,072)	46,320	7%	485	96	90-105			X
HEROD	44,128	11 (12,528)	56,656	22%	740	77	90-105	X		
HERRERA	76,300	1 (1,536)	77,836	2%	823	95	90-105			X
HIGHLAND HEIGHTS	21,953	7 (8,940)	30,893	29%	298	104	90-105			X
HOBBY	44,228	10 (14,652)	58,880	25%	897	66	90-105	X		
HOHL	42,225	7 (8,508)	50,733	17%	588	86	90-105	X		

HOLDEN	34,570	3 (4,296)	38,866	11%	435	89	90-105	X	
HORN	35,944	3 (4,608)	40,552	11%	510	80	90-105	X	
HOUSTON GARDENS	34,011	3 (4,608)	38,619	12%	452	85	90-105	X	
ISAACS	36,646	2 (3,072)	39,718	8%	483	82	90-105	X	
JANOWSKI	36,780	13 (17,496)	54,276	32%	822	66	90-105	X	
JEFFERSON	33,014	13 (18,384)	51,398	36%	715	72	90-105	X	
JONES, A.	56,221	-0-	56,221	0%	449	125	90-105		X
JONES, J.W.	45,837	1 (1,536)	47,373	3%	544	87	90-105	X	
KASHMERE GARDENS	36,114	2 (3,072)	39,186	8%	543	72	90-105	X	
KELSO	35,420	5 (7,752)	43,172	18%	590	73	90-105	X	
KENNEDY	40,640	1 (1,536)	42,176	4%	513	82	90-105	X	
KOLTER	40,540	1 (1,536)	42,076	4%	496	85	90-105	X	
LAMAR	48,634	2 (1,536)	50,170	3%	410	122	90-105		X
LANTRIP	43,162	7 (9,408)	52,570	18%	914	58	90-105	X	
LAW	53,318	1 (1,536)	54,854	3%	468	117	90-105		X
LEE	14,896	4 (6,264)	21,160	30%	216	98	90-105		X
LEWIS	41,134	13 (18,552)	59,686	31%	973	61	90-105	X	
LOCKHART	86,348	2 (2,304)	88,652	3%	596	149	90-105		X
LONGFELLOW	28,940	11 (17,076)	46,016	37%	627	73	90-105	X	
LOOSCAN	37,588	11 (12,240)	49,828	25%	417	119	90-105		X
LOVE	34,184	9 (11,496)	45,680	25%	404	113	90-105		X
LOVETT	35,646	7 (10,752)	46,398	23%	652	71	90-105	X	
LYONS	76,300	-0-	76,300	0%	754	101	90-105		X
MACARTHUR	48,556	-0-	48,556	0%	456	106	90-105		X
MACGREGOR	52,275	2 (3,216)	55,491	6%	469	118	90-105		X
MADING	44,552	10 (12,720)	57,272	22%	701	82	90-105	X	
MARTINEZ, C.	78,000	-0-	78,000	0%	627	124	90-105		X
MARTINEZ, R.	75,335	-0-	75,335	0%	708	106	90-105		X
MCDADE	70,325	-0-	70,325	0%	719	98	90-105		X
MCNAMARA	38,557	11 (13,536)	52,093	26%	806	65	90-105	X	
MEMORIAL	53,561	3 (4,608)	58,169	8%	403	144	90-105		X
MILAM	29,228	5 (5,568)	34,796	16%	445	78	90-105	X	
MILNE	81,009	-0-	81,009	0%	941	86	90-105	X	
MITCHELL	37,179	8 (11,488)	48,627	24%	593	82	90-105	X	

MONTGOMERY	44,134	10 (14,488)	58,582	28%	786	75	90-105	X
NEFF	37,950	12 (16,896)	54,846	31%	849	65	90-105	X
NORTHLINE	37,678	14 (19,200)	56,878	34%	846	67	90-105	X
OAK FOREST	36,215	10 (12,972)	49,187	26%	744	66	90-105	X
OATES	54,413	2 (1,776)	56,189	3%	754	75	90-105	X
OSBORNE	45,688	2 (1,856)	47,544	4%	494	96	90-105	X

Appendix Q:

HISD Facility Utilization

1995-96 Enrollments

Elementary Schools (P-Z)

Campus	Permanent Sq. Ft.	Temporary Facilities	Total Sq. Ft.	Percent of Temporaries	1995-96 Student Enrollment	Total Gross Sq. Ft. Per Student	Guideline Sq. Ft. Per Student Capacity	Space Use Guidelines		
								Below	Within	Above
ELEMENTARY SCHOOLS										
PARK PLACE	29,979	10 (14,400)	44,379	32%	646	69	90-105	X		
PARKER	63,550	3 (4,608)	68,158	7%	808	84	90-105	X		
PATTERSON	39,147	14 (21,156)	60,303	35%	707	85	90-105	X		
PECK	24,920	9 (11,619)	36,539	32%	431	85	90-105	X		
PETERSON	41,379	11 (16,320)	57,699	28%	529	109	90-105			X
PILGRIM	36,330	9 (13,296)	49,626	27%	725	68	90-105	X		
PINEY POINT	68,776	20 (25,212)	93,988	27%	893	105	90-105		X	
PLEASANTVILLE	57,427	1 (1,536)	58,963	3%	591	100	90-105		X	
POE	67,572	3 (4,800)	72,372	7%	702	103	90-105		X	
PORT HOUSTON	34,170	2 (2,424)	36,594	7%	332	110	90-105			X
PUGH	31,612	4 (4,848)	36,460	13%	320	114	90-105			X
RED	53,796	2 (3,072)	56,868	5%	630	90	90-105		X	
REYNOLDS	58,747	-0-	58,747	0%	597	98	90-105		X	
RHOADS	43,645	2 (3,360)	47,005	7%	523	90	90-105		X	
RIVER OAKS	36,322	5 (5,736)	42,058	14%	492	85	90-105	X		
ROBERTS	53,080	9 (15,232)	68,312	22%	521	131	90-105			X
ROGERS, W.	38,644	7 (10,104)	48,748	21%	622	78	90-105	X		
ROOSEVELT	30,005	11 (17,136)	47,141	36%	498	95	90-105		X	
ROSS	42,744	5 (9,459)	52,203	12%	570	92	90-105		X	
RUCKER	38,232	7 (9,960)	48,192	21%	626	77	90-105	X		

RUSK	37,515	2 (3,072)	40,587	8%	417	97	90-105		X	
RYAN	45,570	-0-	45,570	0%	438	104	90-105		X	
SANCHEZ	61,865	10 (12,120)	73,985	16%	1,087	68	90-105	X		
SANDERSON	48,948	1 (2,376)	51,324	5%	473	109	90-105			X
SCARBOROUGH	44,278	10 (13,164)	57,442	23%	762	75	90-105	X		
SCOTT	40,992	1 (1,536)	42,528	4%	453	94	90-105		X	
SCROGGINS	39,556	7 (9,456)	49,012	19%	625	78	90-105	X		
SHADOWBRIAR	76,300	-0-	76,300	0%	221	345	90-105			X
SHEARN	29,152	7 (9,840)	38,992	25%	452	86	90-105	X		
SHERMAN	47,865	3 (3,312)	51,177	6%	702	73	90-105	X		
SINCLAIR	41,526	6 (6,144)	47,670	13%	508	94	90-105		X	
SMITH	26,524	19 (26,016)	52,540	50%	822	64	90-105	X		
SOUTHMAYD	60,752	4 (5,496)	66,248	8%	783	85	90-105	X		
STEVENS	42,874	7 (10,332)	53,206	19%	843	63	90-105	X		
STEVENSON	32,124	7 (8,704)	40,828	21%	438	93	90-105		X	
SUGAR GROVE	23,225	6 (5,328)	28,553	19%	N/A		90-105	n/a	n/a	n/a
SUNNYSIDE	46,111	-0-	46,111	0%	416	111	90-105			X
SUTTON	60,680	13 (18,096)	78,776	23%	1,261	62	90-105	X		
THOMPSON	54,279	4 (6,144)	60,423	10%	560	108	90-105			X
TIJERINA	40,095	7 (10,536)	50,631	21%	947	53	90-105	X		
TRAVIS	39,816	4 (4,020)	43,836	9%	625	70	90-105	X		
TURNER	69,630	1 (1,728)	71,358	2%	645	111	90-105			X
TWAIN	28,253	8 (9,696)	37,949	26%	457	83	90-105	X		
WAINWRIGHT	40,544	8 (9,696)	50,240	19%	631	80	90-105	X		
WALNUT BEND	30,142	23 (25,296)	55,438	46%	698	79	90-105	X		
WESLEY	55,431	16 (22,932)	78,363	29%	1,083	72	90-105	X		
WEST UNIVERSITY	62,065	10 (15,744)	77,809	20%	813	96	90-105		X	
WHARTON	20,588	7 (11,328)	31,916	36%	353	90	90-105		X	
WHIDBY	39,550	4 (6,144)	45,694	13%	624	73	90-105	X		
WHITE	47,420	12 (12,648)	60,068	21%	777	77	90-105	X		
WHITTIER	36,301	2 (2,424)	38,725	6%	534	73	90-105	X		
WILSON	37,292	6 (8,448)	45,740	18%	479	95	90-105		X	
WINDSOR VILLAGE	41,422	8 (10,404)	51,826	20%	754	69	90-105	X		

Appendix Q:

HISD Facility Utilization

1995-96 Enrollments

Middle Schools and High Schools

Campus	Permanent Sq. Ft.	Temporary Facilities	Total Sq. Ft.	Percent of Temporaries	1995-96 Student Enrollment	Total Gross Sq. Ft. Per Student	Guideline Sq. Ft. Per Student Capacity	Space Use Guidelines		
								Below	Within	Above
MIDDLE SCHOOLS										
ATTUCKS	141,951	3 (4,800)	146,751	3%	1,004	146	110-125			X
BLACK	156,824	2 (2,304)	159,128	1%	1,007	158	110-125			X
BURBANK	137,124	13 (19,692)	156,816	12%	1,495	105	110-125	X		
CLIFTON	111,208	4 (5,568)	116,776	5%	1,155	101	110-125	X		
CULLEN	147,519	-0-	147,519	0%	837	176	110-125			X
DEADY	171,906	4 (6,336)	178,242	4%	1,800	99	110-125	X		
DOWLING	186,307	7 (8,004)	194,311	4%	1,191	163	110-125			X
EDISON	146,634	-0-	146,634	0%	1,374	107	110-125	X		
FLEMING	131,696	-0-	131,696	0%	845	156	110-125			X
FONDREN	132,938	10 (15,360)	148,298	10%	1,265	117	110-125		X	
FONVILLE	135,969	2 (3,456)	139,425	2%	962	145	110-125			X
GRADY	22,180	8 (7,512)	29,700	25%	583	51	110-125	X		
GREGORY-LINCOLN	125,055	3 (3,072)	128,127	2%	720	178	110-125			X
HAMILTON	120,308	1 (1,536)	121,844	1%	1,210	101	110-125	X		
HARTMAN	163,910	7 (7,572)	171,482	4%	1,306	131	110-125			X
HENRY	131,095	9 (11,616)	142,711	8%	1,149	124	110-125		X	
HOGG	153,386	6 (9,504)	162,890	6%	1,254	130	110-125			X
HOLLAND	141,926	1 (768)	142,694	1%	1,013	141	110-125			X
JACKSON	201,270	1 (1,536)	202,806	1%	1,576	129	110-125			X

JOHNSTON	170,209	8 (11,456)	181,665	6%	1,480	123	110-125	X	
KEY	174,984	-0-	174,984	0%	949	184	110-125		X
LANIER	131,516	4 (6,144)	137,660	4%	1,406	98	110-125	X	
LONG	149,179	15 (22,656)	171,835	13%	1,512	114	110-125	X	
MARSHALL	140,820	-0-	140,820	0%	1,162	121	110-125	X	
MCREYNOLDS	130,899	11 (12,864)	143,763	9%	933	154	110-125		X
PERSHING	156,631	7 (10,752)	167,383	6%	1,508	111	110-125	X	
REVERE	181,197	5 (5,616)	188,409	3%	1,159	163	110-125		X
RYAN	110,513	1 (1,596)	112,109	1%	975	115	110-125	X	
SHARPSTOWN	142,066	10 (10,824)	152,890	7%	1,310	117	110-125	X	
SMITH	124,722	-0-	124,722	0%	423	295	110-125		X
STEVENSON	165,000	2 (3,072)	168,072	2%	1,421	118	110-125	X	
THOMAS	186,307	-0-	186,307	0%	807	231	110-125		X
WELCH	136,449	23 (28,292)	164,741	17%	1,760	94	110-125	X	
WILLIAMS	128,583	-0-	128,583	0%	851	151	110-125		X
WOODSON	131,388	-0-	131,388	0%	582	226	110-125		X

**HIGH
SCHOOLS**

AUSTIN	234,831	12 (17,736)	252,567	7%	3,188	79	135-150	X	
BELLAIRE	354,396	12 (15,680)	370,076	4%	2,919	127	135-150	X	
DAVIS	204,085	4 (5,436)	209,521	3%	1,488	141	135-150		X
FURR	178,044	10 (15,552)	193,596	8%	1,275	152	135-150		X
HOUSTON	345,483	11 (17,016)	362,499	5%	2,822	128	135-150	X	
JONES	186,089	13 (16,272)	202,361	8%	1,480	137	135-150		X
KASHMERE	178,721	6 (10,104)	188,825	5%	1,052	179	135-150		X
LAMAR	257,810	-0-	257,810	0%	2,570	100	135-150	X	
LEE	273,649	2 (3,072)	276,721	1%	2,617	106	135-150	X	
MADISON	213,359	8 (12,504)	225,863	6%	1,640	138	135-150		yes
MILBY	356,813	2 (3,072)	359,885	1%	3,538	102	135-150	X	
REAGAN	193,974	7 (11,136)	205,110	5%	1,849	111	135-150	X	
SCARBOROUGH	163,219	3 (4,608)	167,827	3%	1,070	157	135-150		X
SHARPSTOWN	185,392	25 (37,860)	223,252	17%	1,836	122	135-150	X	
STERLING	200,266	8 (11,184)	211,450	5%	1,451	146	135-150		X
Waltrip	263,898	7 (10,776)	274,674	4%	1,357	202	135-150		X
WASHINGTON	218,701	2 (3,624)	222,325	2%	1,566	142	135-150	X	

WESTBURY	282,094	17 (17,004)	299,098	6%	2,364	127	135-150	X	
WHEATLEY	169,981	5 (6,576)	176,557	4%	1,025	172	135-150		X
WORTHING	204,191	10 (11,908)	216,099	6%	1,363	159	135-150		X
YATES	285,597	-0-	285,597	0%	1,916	149	135-150		X

Appendix Q: HISD Facility Utilization 1995-96 Enrollments

HISD Facility Utilization with More Than 15 Percent Temporaries

Campus	Permanent Sq. Ft.	Temporary Facilities	Total Sq. Ft.	Percent of Temporaries	1995-96 Student Enrollment	Actual Gross Sq. Ft. Per Student	Guideline Sq. Ft. Per Student Capacity	Space Use Guidelines		
								Below	Within	Above
ELEMENTARY SCHOOLS										
ASKEW	48,556	12 (15,468)	64,024	24%	683	94	90-105		X	
BENBROOK	36,275	7 (6,504)	42,779	15%	540	79	90-105	X		
BERRY	36,137	8 (13,000)	49,137	26%	648	76	90-105	X		
BONHAM	41,083	18 (23,497)	64,580	36%	1,149	56	90-105	X		
BONNER	37,515	8 (10,728)	48,243	22%	834	58	90-105	X		
BRAEBURN	57,329	22 (27,540)	84,869	32%	1,161	73	90-105	X		
BRIARGROVE	38,133	14 (17,448)	55,581	31%	761	73	90-105	X		
BROOKLINE	52,655	20 (29,252)	81,907	36%	1,309	63	90-105	X		
BROWNING	33,392	7 (9,568)	42,960	22%	617	70	90-105	X		
CAGE	45,525	7 (7,944)	53,479	15%	802	67	90-105	X		
CONDIT	35,195	4 (6,144)	41,339	15%	632	65	90-105	X		
COOP	31,114	14 (17,556)	48,670	36%	690	71	90-105	X		
CORNELIUS	46,426	14 (16,776)	63,202	27%	1,033	61	90-105	X		
CUNNINGHAM	28,477	24 (36,604)	65,081	56%	829	79	90-105	X		
DECHAUMES	35,852	8 (9,696)	45,548	21%	482	94	90-105		X	
ELROD	36,695	20 (23,976)	59,135	41%	879	67	90-105	X		
EMERSON	32,350	9 (13,176)	45,526	29%	708	64	90-105	X		
FOERSTER	26,850	12 (17,460)	44,310	39%	795	56	90-105	X		
FONDREN	23,875	10 (11,448)	35,323	32%	451	78	90-105	X		

FRANKLIN	59,687	11 (12,624)	72,311	17%	896	81	90-105	X	
FROST	42,760	14 (17,808)	60,568	29%	730	83	90-105	X	
GOLFCREST	54,062	10 (16,940)	71,002	24%	876	81	90-105	X	
GORDON	25,790	8 (11,520)	37,310	31%	477	78	90-105	X	
GRISSOM	53,318	17 (21,768)	75,086	29%	884	85	90-105	X	
HARRIS, R.P.	27,400	13 (19,512)	46,912	42%	938	50	90-105	X	
HEROD	44,128	11 (12,528)	56,656	22%	740	77	90-105	X	
HIGHLAND HEIGHTS	21,953	7 (8,940)	30,893	29%	298	104	90-105		X
HOBBY	44,228	10 (14,652)	58,880	25%	897	66	90-105	X	
HOHL	42,225	7 (8,508)	50,733	17%	588	86	90-105	X	
JANOWSKI	36,780	13 (17,496)	54,276	32%	822	66	90-105	X	
JEFFERSON	33,014	13 (18,384)	51,398	36%	715	72	90-105	X	
KELSO	35,420	5 (7,752)	43,172	18%	590	73	90-105	X	
LANTRIP	43,162	7 (9,408)	52,570	18%	914	58	90-105	X	
LEE	14,896	4 (6,264)	21,160	30%	216	98	90-105		X
LEWIS	41,134	13 (18,552)	59,686	31%	973	61	90-105	X	
LONGFELLOW	28,940	11 (17,076)	46,016	37%	627	73	90-105	X	
LOOSCAN	37,588	11 (12,240)	49,828	25%	417	119	90-105		X
LOVE	34,184	9 (11,496)	45,680	25%	404	113	90-105		X
LOVETT	35,646	7 (10,752)	46,398	23%	652	71	90-105	X	
MADING	44,552	10 (12,720)	57,272	22%	701	82	90-105	X	
MCNAMARA	38,557	11 (13,536)	52,093	26%	806	65	90-105	X	
MILAM	29,228	5 (5,568)	34,796	16%	445	78	90-105	X	
MITCHELL	37,179	8 (11,488)	48,627	24%	593	82	90-105	X	
MONTGOMERY	44,134	10 (14,488)	58,582	28%	786	75	90-105	X	
NEFF	37,950	12 (16,896)	54,846	31%	849	65	90-105	X	
NORTHLINE	37,678	14 (19,200)	56,878	34%	846	67	90-105	X	
OAK FOREST	36,215	10 (12,972)	49,187	26%	744	66	90-105	X	
PARK PLACE	29,979	10 (14,400)	44,379	32%	646	69	90-105	X	
PATTERSON	39,147	14 (21,156)	60,303	35%	707	85	90-105	X	
PECK	24,920	9 (11,619)	36,539	32%	431	85	90-105	X	
PETERSON	41,379	11 (16,320)	57,699	28%	529	109	90-105		X
PILGRIM	36,330	9 (13,296)	49,626	27%	725	68	90-105	X	
PINEY POINT	68,776	20 (25,212)	93,988	27%	893	105	90-105		X

ROBERTS	53,080	9 (15,232)	68,312	22%	521	131	90-105		X
ROGERS, W.	38,644	7 (10,104)	48,748	21%	622	78	90-105	X	
ROOSEVELT	30,005	11 (17,136)	47,141	36%	498	95	90-105		X
RUCKER	38,232	7 (9,960)	48,192	21%	626	77	90-105	X	
SANCHEZ	61,865	10 (12,120)	73,985	16%	1,087	68	90-105	X	
SCARBOROUGH	44,278	10 (13,164)	57,442	23%	762	75	90-105	X	
SCROGGINS	39,556	7 (9,456)	49,012	19%	625	78	90-105	X	
SHEARN	29,152	7 (9,840)	38,992	25%	452	86	90-105	X	
SMITH	26,524	19 (26,016)	52,540	50%	822	64	90-105	X	
STEVENS	42,874	7 (10,332)	53,206	19%	843	63	90-105	X	
STEVENSON	32,124	7 (8,704)	40,828	21%	438	93	90-105		X
SUTTON	60,680	13 (18,096)	78,776	23%	1,261	62	90-105	X	
TIJERINA	40,095	7 (10,536)	50,631	21%	947	53	90-105	X	
TWAIN	28,253	8 (9,696)	37,949	26%	457	83	90-105	X	
WAINWRIGHT	40,544	8 (9,696)	50,240	19%	631	80	90-105	X	
WALNUT BEND	30,142	23 (25,296)	55,438	46%	698	79	90-105	X	
WESLEY	55,431	16 (22,932)	78,363	29%	1,083	72	90-105	X	
WEST UNIVERSITY	62,065	10 (15,744)	77,809	20%	813	96	90-105		X
WHARTON	20,588	7 (11,328)	31,916	36%	353	90	90-105		X
WHITE	47,420	12 (12,648)	60,068	21%	777	77	90-105	X	
WILSON	37,292	6 (8,448)	45,740	18%	479	95	90-105		X
WINDSOR VILLAGE	41,422	8 (10,404)	51,826	20%	754	69	90-105	X	
MIDDLE SCHOOLS									
GRADY	22,180	8 (7,512)	29,700	25%	583	51	110-125	X	
WELCH	136,449	23 (28,292)	164,741	17%	1,760	94	110-125	X	
HIGH SCHOOLS									
SHARPSTOWN	185,392	25 (37,860)	223,252	17%	1,836	122	135-150	X	

Appendix R

HISD Facility Utilization With More Than 15 Percent Temporaries

Campus	Permanent Sq Ft.	Temporary Facilities	Total Sq. Ft.	Percent of Temporaries	1995-96 Student Enrollment	Actual Gross Sq. Ft. Per Student	Guideline Sq. Ft. Per Student Capacity	Space Use Guidelines		
								Below	Within	Above
ELEMENTARY SCHOOLS										
ASKEW	48,556	12 (15,468)	64,024	24%	683	94	90-105		X	
BENBROOK	36,275	7 (6,504)	42,779	15%	540	79	90-105	X		
BERRY	36,137	8 (13,000)	49,137	26%	648	76	90-105	X		
BONHAM	41,083	18 (23,497)	64,580	36%	1,149	56	90-105	X		
BONNER	37,515	8 (10,728)	48,243	22%	834	58	90-105	X		
BRAEBURN	57,329	22 (27,540)	84,869	32%	1,161	73	90-105	X		
BRIARGROVE	38,133	14 (17,448)	55,581	31%	761	73	90-105	X		
BROOKLINE	52,655	20 (29,252)	81,907	36%	1,309	63	90-105	X		
BROWNING	33,392	7 (9,568)	42,960	22%	617	70	90-105	X		
CAGE	45,525	7 (7,944)	53,479	15%	802	67	90-105	X		
CONDIT	35,195	4 (6,144)	41,339	15%	632	65	90-105	X		
COOP	31,114	14 (17,556)	48,670	36%	690	71	90-105	X		
CORNELIUS	46,426	14 (16,776)	63,202	27%	1,033	61	90-105	X		
CUNNINGHAM	28,477	24 (36,604)	65,081	56%	829	79	90-105	X		
DECHAUMES	35,852	8 (9,696)	45,548	21%	482	94	90-105			X
ELROD	36,695	20 (23,976)	59,135	41%	879	67	90-105	X		
EMERSON	32,350	9 (13,176)	45,526	29%	708	64	90-105	X		
FOERSTER	26,850	12 (17,460)	44,310	39%	795	56	90-105	X		
FONDREN	23,875	10 (11,448)	35,323	32%	451	78	90-105	X		
FRANKLIN	59,687	11 (12,624)	72,311	17%	896	81	90-105	X		
FROST	42,760	14 (17,808)	60,568	29%	730	83	90-105	X		
GOLFCREST	54,062	10 (16,940)	71,002	24%	876	81	90-105	X		

GORDON	25,790	8 (11,520)	37,310	31%	477	78	90-105	X	
GRISSOM	53,318	17 (21,768)	75,086	29%	884	85	90-105	X	
HARRIS, R.P.	27,400	13 (19,512)	46,912	42%	938	50	90-105	X	
HEROD	44,128	11 (12,528)	56,656	22%	740	77	90-105	X	
HIGHLAND HEIGHTS	21,953	7 (8,940)	30,893	29%	298	104	90-105		X
HOBBY	44,228	10 (14,652)	58,880	25%	897	66	90-105	X	
HOHL	42,225	7 (8,508)	50,733	17%	588	86	90-105	X	
JANOWSKI	36,780	13 (17,496)	54,276	32%	822	66	90-105	X	
JEFFERSON	33,014	13 (18,384)	51,398	36%	715	72	90-105	X	
KELSO	35,420	5 (7,752)	43,172	18%	590	73	90-105	X	
LANTRIP	43,162	7 (9,408)	52,570	18%	914	58	90-105	X	
LEE	14,896	4 (6,264)	21,160	30%	216	98	90-105		X
LEWIS	41,134	13 (18,552)	59,686	31%	973	61	90-105	X	
LONGFELLOW	28,940	11 (17,076)	46,016	37%	627	73	90-105	X	
LOOSCAN	37,588	11 (12,240)	49,828	25%	417	119	90-105		X
LOVE	34,184	9 (11,496)	45,680	25%	404	113	90-105		X
LOVETT	35,646	7 (10,752)	46,398	23%	652	71	90-105	X	
MADING	44,552	10 (12,720)	57,272	22%	701	82	90-105	X	
MCNAMARA	38,557	11 (13,536)	52,093	26%	806	65	90-105	X	
MILAM	29,228	5 (5,568)	34,796	16%	445	78	90-105	X	
MITCHELL	37,179	8 (11,488)	48,627	24%	593	82	90-105	X	
MONTGOMERY	44,134	10 (14,488)	58,582	28%	786	75	90-105	X	
NEFF	37,950	12 (16,896)	54,846	31%	849	65	90-105	X	
NORTHLINE	37,678	14 (19,200)	56,878	34%	846	67	90-105	X	
OAK FOREST	36,215	10 (12,972)	49,187	26%	744	66	90-105	X	
PARK PLACE	29,979	10 (14,400)	44,379	32%	646	69	90-105	X	
PATTERSON	39,147	14 (21,156)	60,303	35%	707	85	90-105	X	
PECK	24,920	9 (11,619)	36,539	32%	431	85	90-105	X	
PETERSON	41,379	11 (16,320)	57,699	28%	529	109	90-105		X
PILGRIM	36,330	9 (13,296)	49,626	27%	725	68	90-105	X	
PINEY POINT	68,776	20 (25,212)	93,988	27%	893	105	90-105		X
ROBERTS	53,080	9 (15,232)	68,312	22%	521	131	90-105		X
ROGERS, W.	38,644	7 (10,104)	48,748	21%	622	78	90-105	X	
ROOSEVELT	30,005	11 (17,136)	47,141	36%	498	95	90-105		X
RUCKER	38,232	7 (9,960)	48,192	21%	626	77	90-105	X	

SANCHEZ	61,865	10 (12,120)	73,985	16%	1,087	68	90-105	X	
SCARBOROUGH	44,278	10 (13,164)	57,442	23%	762	75	90-105	X	
SCROGGINS	39,556	7 (9,456)	49,012	19%	625	78	90-105	X	
SHEARN	29,152	7 (9,840)	38,992	25%	452	86	90-105	X	
SMITH	26,524	19 (26,016)	52,540	50%	822	64	90-105	X	
STEVENS	42,874	7 (10,332)	53,206	19%	843	63	90-105	X	
STEVENSON	32,124	7 (8,704)	40,828	21%	438	93	90-105		X
SUTTON	60,680	13 (18,096)	78,776	23%	1,261	62	90-105	X	
TIJERINA	40,095	7 (10,536)	50,631	21%	947	53	90-105	X	
TWAIN	28,253	8 (9,696)	37,949	26%	457	83	90-105	X	
WAINWRIGHT	40,544	8 (9,696)	50,240	19%	631	80	90-105	X	
WALNUT BEND	30,142	23 (25,296)	55,438	46%	698	79	90-105	X	
WESLEY	55,431	16 (22,932)	78,363	29%	1,083	72	90-105	X	
WEST UNIVERSITY	62,065	10 (15,744)	77,809	20%	813	96	90-105		X
WHARTON	20,588	7 (11,328)	31,916	36%	353	90	90-105		X
WHITE	47,420	12 (12,648)	60,068	21%	777	77	90-105	X	
WILSON	37,292	6 (8,448)	45,740	18%	479	95	90-105		X
WINDSOR VILLAGE	41,422	8 (10,404)	51,826	20%	754	69	90-105	X	
MIDDLE SCHOOLS									
GRADY	22,180	8 (7,512)	29,700	25%	583	51	110-125	X	
WELCH	136,449	23 (28,292)	164,741	17%	1,760	94	110-125	X	
HIGH SCHOOLS									
SHARPSTOWN	185,392	25 (37,860)	223,252	17%	1,836	122	135-150	X	

Appendix S:

Expenditures Reports

Table S-1 below displays the detailed school general education expenditures for the fiscal 1991-92 actual through the fiscal 1995-96 budget. Supplemental bilingual funds (program code 31) are also included in the figures. We have excluded the functions with an ID above or equal to 40 to more closely reflect spending directly affecting students. This detail supports the summary information in Chapter 7 Financial Management **Exhibit 7-9**. The regional district administration unit is identified in the first column per the following codes:

C Central **S** South
E East **SC** Southcentral
N North **SE** Southeast
NC Northcentral **SW** Southwest
NE Northeast **W** West
NW Northwest **Alt** Alternative
NI Not Identified

Table S-1
Total HISD General Education Expenditures
\$ Per Pupil

Reg.	Ed Level	Id	Campus Description	1995-96 Budget	1994-95 Actual	1993-94 Actual	1992-93 Actual	1991-92 Actual
C	Elem	101912058	GREGORY-LINCOLN ED CTR	\$3,429	\$2,781	\$2,798	\$2,935	\$2,931
C	Elem	101912184	JONES J WILL EL	\$2,908	\$2,947	\$2,903	\$2,794	\$2,278
C	Elem	101912201	MACGREGOR EL	\$3,469	\$3,599	\$3,723	\$3,673	\$2,890
C	Elem	101912221	POE EL	\$3,006	\$3,002	\$2,763	\$3,247	\$2,232
C	Elem	101912080	RICE SCH	\$2,325	\$2,553			
C	Elem	101912228	RIVER OAKS EL	\$1,748	\$1,718	\$1,631	\$1,463	\$1,374
C	Elem	101912229	ROBERTS EL	\$3,125	\$3,303	\$3,148	\$3,461	\$3,088
C	Elem	101912255	WEST UNIVERSITY EL	\$2,659	\$2,884	\$2,604	\$2,532	\$2,042
C	Elem	101912256	WHARTON EL	\$2,619	\$2,943	\$2,824	\$2,797	\$1,450
C	Elem	101912230	WILL ROGERS EL	\$3,025	\$3,165	\$3,316	\$3,316	\$2,429
C	Elem	101912259	WILSON EL	\$3,009	\$3,101	\$3,000	\$3,185	\$2,152
C	HS	101912008	LAMAR H S	\$1,984	\$2,012	\$1,908	\$1,885	\$1,839
C	Middle	101912282	GREGORY-LINCOLN ED CTR	\$2,744	\$3,040	\$3,105	\$3,102	\$2,836

C	Middle	101912057 LANIER MIDDLE	\$1,517	\$1,647	\$1,578	\$1,620	\$1,364
E	Elem	101912117 BRISCOE EL	\$2,341	\$2,261	\$2,217	\$2,353	\$1,341
E	Elem	101912124 BURNET EL	\$2,481	\$2,524	\$2,560	\$2,412	\$1,341
E	Elem	101912287 CAGE EL	\$2,228	\$2,428	\$2,538	\$2,010	\$1,247
E	Elem	101912292 CARRILLO EL	\$2,095	\$2,119	\$2,213		
E	Elem	101912129 CLINTON PARK EL	\$2,957	\$4,076	\$3,365	\$3,133	\$2,776
E	Elem	101912138 DEZAVALA EL	\$2,109	\$2,116	\$2,058	\$1,996	\$1,142
E	Elem	101912155 FRANKLIN EL	\$2,220	\$2,460	\$2,477	\$2,328	\$1,244
E	Elem	101912291 GALLEGOS EL	\$2,255	\$2,123	\$2,174	\$2,203	
E	Elem	101912167 HARRIS R P EL	\$2,177	\$2,530	\$2,459	\$2,625	\$1,666
E	Elem	101912171 HENDERSON J EL	\$2,212	\$2,395	\$2,308	\$1,946	\$962
E	Elem	101912192 LANTRIP EL	\$2,261	\$2,467	\$2,456	\$2,476	\$1,351
E	Elem	101912212 OATES EL	\$2,393	\$2,491	\$2,439	\$2,411	\$1,598
E	Elem	101912220 PLEASANTVILLE EL	\$1,978	\$2,049	\$2,126	\$1,810	\$1,782
E	Elem	101912222 PORT HOUSTON EL	\$4,265	\$4,001	\$4,168	\$3,992	\$2,366
E	Elem	101912234 RUSK EL	\$2,792	\$2,330	\$2,521	\$2,511	\$1,023
E	Elem	101912279 TIJERINA EL	\$2,097	\$2,330	\$2,295	\$2,224	\$1,100
E	Elem	101912258 WHITTIER EL	\$2,440	\$2,462	\$2,556	\$2,330	\$1,768
E	HS	101912001 AUSTIN H S	\$2,122	\$2,219	\$2,157	\$2,000	\$1,659
E	HS	101912004 FURR H S	\$2,613	\$2,656	\$2,277	\$2,158	\$1,743
E	Middle	101912046 EDISON MIDDLE	\$2,114	\$2,189	\$2,118	\$2,125	\$1,677
E	Middle	101912050 HOLLAND MIDDLE	\$2,075	\$2,212	\$2,162	\$2,223	\$1,647
E	Middle	101912054 JACKSON MIDDLE	\$2,392	\$2,169	\$2,094	\$2,090	\$1,654
N	Elem	101912107 BARRICK EL	\$2,076	\$2,074	\$2,020	\$2,212	\$1,538
N	Elem	101912109 BERRY EL	\$2,945	\$2,863	\$2,894	\$2,887	\$1,366
N	Elem	101912122 BURBANK EL	\$2,666	\$2,733	\$2,731	\$2,143	\$1,719
N	Elem	101912132 COOP EL	\$2,138	\$2,368	\$2,369	\$2,496	\$1,518
N	Elem	101912137 DECHAUMES EL	\$2,498	\$2,632	\$2,967	\$1,964	\$1,726
N	Elem	101912144 DURKEE EL	\$2,225	\$2,456	\$2,503	\$2,426	\$1,821
N	Elem	101912283 GARCIA EL	\$1,992	\$2,135	\$2,169	\$2,055	
N	Elem	101912286 HERRERA EL	\$2,155	\$2,208	\$2,225	\$2,104	
N	Elem	101912181 JANOWSKI EL	\$2,412	\$2,533	\$2,556	\$2,416	\$1,051
N	Elem	101912128 LYONS EL	\$1,945	\$2,271	\$2,175		
N	Elem	101912210 NORTHLINE EL	\$2,188	\$2,447	\$2,418	\$2,309	\$1,410
N	Elem	101912231 ROOSEVELT EL	\$1,787	\$2,068	\$2,151	\$2,012	\$1,425

N	Elem	101912237	SCARBOROUGH EL	\$2,295	\$2,630	\$2,489	\$2,477	\$1,519
N	HS	101912005	SAM HOUSTON H S	\$1,936	\$1,999	\$1,884	\$1,799	\$1,654
N	Middle	101912043	BURBANK MIDDLE	\$1,991	\$2,054	\$2,117	\$1,974	\$1,579
N	Middle	101912047	FONVILLE MIDDLE	\$2,086	\$2,386	\$2,404	\$2,355	\$1,998
N	Middle	101912052	PATRICK HENRY MIDDLE	\$2,666	\$2,537	\$2,419	\$2,256	\$1,879
NC	Elem	101912118	BROCK EL	\$3,068	\$3,167	\$2,884	\$2,919	\$2,001
NC	Elem	101912120	BROWNING EL	\$2,186	\$2,284	\$2,184	\$2,273	\$1,248
NC	Elem	101912125	BURRUS EL	\$3,106	\$3,128	\$3,153	\$2,894	\$2,473
NC	Elem	101912135	CROCKETT EL	\$2,657	\$2,795	\$2,666	\$2,629	\$1,547
NC	Elem	101912146	EIGHTH AVE EL	\$2,595	\$2,957	\$2,962	\$2,726	\$1,923
NC	Elem	101912152	FIELD EL	\$2,541	\$2,675	\$2,656	\$2,759	\$1,567
NC	Elem	101912169	HARVARD EL	\$2,560	\$2,358	\$2,318	\$2,321	\$1,535
NC	Elem	101912170	HELMS EL	\$2,649	\$2,724	\$2,548	\$2,619	\$1,315
NC	Elem	101912182	JEFFERSON EL	\$2,483	\$2,522	\$2,427	\$2,652	\$1,770
NC	Elem	101912190	LAMAR EL	\$2,865	\$2,691	\$2,502	\$2,445	\$1,359
NC	Elem	101912193	LEE EL	\$3,271	\$3,117	\$2,912	\$2,689	\$1,697
NC	Elem	101912197	LOOSCAN EL	\$2,728	\$2,815	\$2,257	\$2,208	\$1,468
NC	Elem	101912198	LOVE EL	\$2,482	\$2,773	\$2,609	\$2,509	\$1,358
NC	Elem	101912289	MARTINEZ C EL	\$2,078	\$2,458			
NC	Elem	101912204	MEMORIAL EL	\$2,791	\$2,809	\$2,620	\$2,606	\$1,108
NC	Elem	101912205	MILAM EL	\$2,507	\$2,776	\$2,635	\$2,760	\$1,397
NC	Elem	101912235	RYAN EL	\$2,529	\$2,731	\$2,530	\$2,608	\$2,083
NC	Elem	101912240	SHERMAN EL	\$2,135	\$2,283	\$2,369	\$2,213	\$1,440
NC	Elem	101912246	STEVENSON EL	\$2,414	\$2,423	\$2,544	\$2,522	\$1,386
NC	Elem	101912249	TRAVIS EL	\$1,844	\$1,806	\$1,846	\$1,839	\$1,334
NC	HS	101912003	DAVIS H S	\$2,044	\$2,037	\$2,040	\$2,061	\$1,838
NC	HS	101912012	REAGAN H S	\$2,112	\$2,366	\$2,174	\$2,175	\$2,059
NC	HS	101912020	YATES H S	\$2,150	\$2,398	\$2,493	\$2,422	\$2,009
NC	Middle	101912049	HAMILTON MIDDLE	\$1,970	\$2,062	\$2,113	\$2,033	\$1,626
NC	Middle	101912053	HOGG MIDDLE	\$2,160	\$2,300	\$2,215	\$2,152	\$1,777
NC	Middle	101912061	MARSHALL MIDDLE	\$2,814	\$2,603	\$2,396	\$2,385	\$1,992
NE	Alternative	101912191	LANGSTON FAMILY LIFE CTR	\$333	\$26			
NE	Elem	101912106	ATHERTON EL	\$2,456	\$2,675	\$2,854	\$2,738	\$2,299

NE	Elem	101912113	BOWIE EL	\$2,833	\$2,831	\$2,496	\$2,843	\$2,500
NE	Elem	101912121	BRUCE EL	\$3,015	\$3,042	\$3,116	\$3,037	\$2,419
NE	Elem	101912261	CHATHAM EL	\$3,138	\$3,019	\$2,907	\$2,697	\$2,236
NE	Elem	101912270	CONCORD EL	\$3,188	\$2,795	\$2,651	\$2,750	\$2,318
NE	Elem	101912134	CRAWFORD EL	\$2,567	\$2,972	\$3,115	\$3,091	\$2,561
NE	Elem	101912140	DOGAN EL	\$2,639	\$2,394	\$2,506	\$2,592	\$2,233
NE	Elem	101912266	E O SMITH EL	\$2,607	\$2,184	\$2,075	\$2,155	\$2,359
NE	Elem	101912145	EASTER EL	\$3,230	\$3,088	\$3,453	\$2,977	\$2,138
NE	Elem	101912147	ELIOT EL	\$2,311	\$2,443	\$2,408	\$2,367	\$1,214
NE	Elem	101912172	HENDERSON N EL	\$2,533	\$2,383	\$2,551	\$2,333	\$1,963
NE	Elem	101912179	HOUSTON GARDENS EL	\$2,648	\$2,523	\$2,633	\$2,649	\$2,327
NE	Elem	101912180	ISAACS EL	\$2,815	\$2,829	\$2,806	\$2,756	\$2,039
NE	Elem	101912183	JONES ANSON EL	\$3,383	\$3,128	\$3,058	\$2,958	\$1,979
NE	Elem	101912185	KASHMERE GARDENS EL	\$2,742	\$2,697	\$2,652	\$2,716	\$2,380
NE	Elem	101912298	MARTINEZ R EL	\$2,064	\$2,247	\$2,175	\$2,039	
NE	Elem	101912202	MCDADE EL	\$2,508	\$2,579	\$2,680	\$2,643	\$2,325
NE	Elem	101912223	PUGH EL	\$3,205	\$3,511	\$4,000	\$3,791	\$1,820
NE	Elem	101912232	ROSS EL	\$2,961	\$2,952	\$2,809	\$2,833	\$2,114
NE	Elem	101912236	SANDERSON EL	\$2,777	\$2,892	\$3,001	\$2,745	\$2,236
NE	Elem	101912238	SCOTT EL	\$2,289	\$2,472	\$2,615	\$2,526	\$1,798
NE	Elem	101912269	SCROGGINS EL	\$2,682	\$2,757	\$2,852	\$2,684	\$2,020
NE	Elem	101912242	SMITH EL	\$2,293	\$2,390	\$2,420	\$2,294	\$1,794
NE	HS	101912007	KASHMERE H S	\$2,606	\$2,735	\$2,682	\$2,726	\$2,249
NE	HS	101912018	WHEATLEY H S	\$2,500	\$2,423	\$2,400	\$2,274	\$1,945
NE	Middle	101912078	FLEMING MIDDLE	\$3,020	\$2,815	\$2,715	\$2,528	\$2,309
NE	Middle	101912079	KEY MIDDLE	\$2,538	\$2,471	\$2,614	\$2,754	\$2,604
NE	Middle	101912062	MCREYNOLDS MIDDLE	\$2,706	\$2,703	\$2,603	\$2,293	\$2,033
NE	Middle	101912067	SMITH E O MIDDLE	\$3,330	\$3,484	\$3,064	\$3,848	\$3,336
NW	Elem	101912103	ALLEN EL	\$2,274	\$2,742	\$2,747	\$2,760	\$1,824
NW	Elem	101912268	BENBROOK EL	\$2,391	\$2,490	\$2,549	\$2,349	\$1,723
NW	Elem	101912115	DURHAM EL	\$3,227	\$3,338	\$3,093	\$2,941	\$2,107
NW	Elem	101912157	GARDEN OAKS EL	\$2,351	\$2,575	\$2,480	\$2,576	\$2,109
NW	Elem	101912176	HOHL EL	\$2,694	\$2,680	\$2,822	\$2,827	\$2,208

NW	Elem	101912177	HOLDEN EL	\$2,356	\$2,394	\$2,598	\$2,551	\$1,706
NW	Elem	101912188	KENNEDY EL	\$2,081	\$2,443	\$2,574	\$2,619	\$2,107
NW	Elem	101912211	OAK FOREST EL	\$1,871	\$2,032	\$2,132	\$2,030	\$1,423
NW	Elem	101912241	SINCLAIR EL	\$3,260	\$3,347	\$3,264	\$3,266	\$2,468
NW	Elem	101912245	STEVENS EL	\$2,223	\$2,296	\$2,336	\$2,300	\$1,708
NW	Elem	101912252	WAINWRIGHT EL	\$2,908	\$3,013	\$2,847	\$3,004	\$2,179
NW	HS	101912024	SCARBOROUGH H S	\$2,380	\$2,426	\$2,197	\$2,094	\$1,876
NW	HS	101912015	WALTRIP H S	\$2,454	\$2,453	\$2,375	\$2,414	\$1,952
NW	HS	101912016	WASHINGTON B T H S	\$2,647	\$2,509	\$2,447	\$2,352	\$2,082
NW	Middle	101912042	BLACK MIDDLE	\$2,294	\$2,461	\$2,469	\$2,338	\$1,985
NW	Middle	101912048	CLIFTON MIDDLE	\$2,570	\$2,687	\$2,443	\$2,352	\$2,174
S	Elem	101912104	ALMEDA EL	\$2,235	\$2,553	\$2,571	\$2,585	\$1,916
S	Elem	101912108	BASTIAN EL	\$2,395	\$2,701	\$2,707	\$2,617	\$1,976
S	Elem	101912127	CARNEGIE EL	\$2,389	\$2,766	\$2,528	\$2,517	\$2,193
S	Elem	101912123	CODWELL EL	\$2,847	\$3,021	\$3,035	\$2,887	\$2,777
S	Elem	101912150	FAIRCHILD EL	\$2,308	\$2,572	\$2,521	\$2,467	\$2,230
S	Elem	101912156	FROST EL	\$2,349	\$2,405	\$2,344	\$2,373	\$2,427
S	Elem	101912164	GRIMES EL	\$2,432	\$2,742	\$2,930	\$2,596	\$2,490
S	Elem	101912262	GRISSOM EL	\$2,444	\$2,549	\$2,393	\$2,331	\$1,713
S	Elem	101912175	HOBBY EL	\$2,223	\$2,561	\$2,501	\$2,443	\$1,915
S	Elem	101912263	LAW EL	\$3,040	\$3,100	\$3,080	\$2,828	\$2,527
S	Elem	101912203	MADING EL	\$2,475	\$2,665	\$2,691	\$2,636	\$2,043
S	Elem	101912264	MITCHELL EL	\$2,403	\$2,354	\$2,363	\$2,213	\$1,864
S	Elem	101912207	MONTGOMERY EL	\$2,449	\$2,441	\$2,428	\$2,592	\$1,918
S	Elem	101912265	PETERSEN EL	\$2,308	\$2,388	\$2,403	\$2,345	\$1,863
S	Elem	101912225	REYNOLDS EL	\$2,746	\$2,758	\$2,579	\$2,602	\$2,228
S	Elem	101912226	RHOADS EL	\$2,236	\$2,434	\$2,499	\$2,490	\$2,156
S	Elem	101912247	SUNNY SIDE EL	\$2,626	\$2,576	\$2,421	\$2,401	\$2,219
S	Elem	101912260	WINDSOR VILLAGE EL	\$1,883	\$2,015	\$2,102	\$1,952	\$1,445
S	HS	101912010	MADISON H S	\$2,159	\$2,360	\$2,202	\$2,272	\$1,874
S	HS	101912014	STERLING H S	\$2,625	\$2,587	\$2,387	\$2,530	\$2,207
S	HS	101912019	WORTHING H S	\$2,270	\$2,277	\$2,259	\$2,504	\$1,964
S	Middle	101912041	ATTUCKS MIDDLE	\$2,753	\$2,727	\$2,575	\$2,480	\$2,467
S	Middle	101912075	DOWLING MIDDLE	\$2,273	\$2,406	\$2,337	\$2,321	\$1,946
S	Middle	101912077	THOMAS MIDDLE	\$3,043	\$2,803	\$2,633	\$2,658	\$2,353

S	Middle	101912074 WOODSON MIDDLE	\$2,613	\$2,988	\$2,614	\$2,606	\$2,498
SC	Elem	101912102 ALCOTT EL	\$2,542	\$2,262	\$2,575	\$2,486	\$1,886
SC	Elem	101912110 BLACKSHEAR EL	\$2,706	\$2,649	\$2,797	\$2,767	\$2,530
SC	Elem	101912119 BROOKLINE EL	\$2,081	\$2,298	\$2,153	\$2,204	\$1,250
SC	Elem	101912133 CORNELIUS EL	\$2,382	\$2,465	\$2,526	\$2,546	\$1,833
SC	Elem	101912139 DODSON EL	\$2,773	\$2,823	\$2,817	\$2,562	\$2,057
SC	Elem	101912141 DOUGLASS EL	\$2,682	\$2,859	\$2,892	\$2,922	\$2,648
SC	Elem	101912154 FOSTER EL	\$2,368	\$2,715	\$2,696	\$2,696	\$2,316
SC	Elem	101912158 GARDEN VILLAS EL	\$2,915	\$2,904	\$2,926	\$2,923	\$2,475
SC	Elem	101912159 GOLFCREST EL	\$2,317	\$2,374	\$2,390	\$2,530	\$1,435
SC	Elem	101912162 GREGG EL	\$1,995	\$2,359	\$2,352	\$2,260	\$1,637
SC	Elem	101912168 HARTSFIELD EL	\$2,643	\$2,487	\$2,603	\$2,790	\$2,266
SC	Elem	101912187 KELSO EL	\$2,478	\$2,595	\$2,579	\$2,616	\$2,110
SC	Elem	101912195 LOCKHART EL	\$3,225	\$3,093	\$3,201	\$2,749	\$2,507
SC	Elem	101912272 MACARTHUR EL	\$2,915	\$2,686	\$2,635	\$2,487	\$1,774
SC	Elem	101912217 PECK EL	\$2,966	\$2,863	\$2,686	\$2,622	\$2,096
SC	Elem	101912277 T S U/H I S D	\$750				
SC	Elem	101912243 THOMPSON EL	\$2,442	\$2,473	\$2,283	\$2,355	\$2,301
SC	Elem	101912250 TURNER EL	\$2,533	\$2,521	\$2,525	\$2,310	\$2,162
SC	Elem	101912251 TWAIN EL	\$3,157	\$3,061	\$2,846	\$3,033	\$2,186
SC	Elem	101912257 WHIDBY EL	\$2,654	\$2,748	\$2,899	\$3,043	\$2,670
SC	HS	101912006 JONES H S	\$1,862	\$2,109	\$1,985	\$1,924	\$1,940
SC	Middle	101912044 CULLEN MIDDLE	\$2,056	\$2,239	\$2,169	\$2,071	\$2,442
SC	Middle	101912051 HARTMAN MIDDLE	\$2,093	\$2,062	\$1,724	\$1,981	\$1,772
SC	Middle	101912066 RYAN MIDDLE	\$2,205	\$2,225	\$2,079	\$2,102	\$1,876
SE	Elem	101912112 BONNER EL	\$2,207	\$2,395	\$2,339	\$2,259	\$1,365
SE	Elem	101912290 CRESPO EL	\$2,252	\$2,300	\$1,895	\$2,097	
SE	Elem	101912297 DAVILA EL	\$1,924	\$2,164	\$1,941	\$1,980	\$1,112
SE	Elem	101912166 HARRIS J R EL	\$2,367	\$2,655	\$2,205	\$2,350	\$1,478
SE	Elem	101912194 LEWIS EL	\$2,160	\$2,196	\$2,213	\$2,164	\$1,946
SE	Elem	101912214 PARK PLACE EL	\$2,225	\$2,283	\$2,195	\$2,345	\$1,324
SE	Elem	101912216 PATTERSON EL	\$2,505	\$2,583	\$2,582	\$3,489	\$2,934
SE	Elem	101912233 RUCKER EL	\$2,118	\$2,204	\$2,123	\$2,173	\$1,473
SE	Elem	101912281 SANCHEZ EL	\$2,214	\$2,236	\$2,095	\$2,304	\$1,153
SE	Elem	101912244 SOUTHMAYD EL	\$2,420	\$2,604	\$2,165	\$2,322	\$1,570

SE	HS	101912011	MILBY H S	\$2,130	\$2,125	\$2,015	\$2,058	\$1,671
SE	Middle	101912045	DEADY MIDDLE	\$2,379	\$2,242	\$2,246	\$2,359	\$1,674
SE	Middle	101912098	STEVENSON MIDDLE	\$1,803	\$1,890	\$4,749		
SW	Elem	101912299	A A MILNE EL	\$2,085	\$2,226	\$2,181	\$2,119	\$1,729
SW	Elem	101912105	ANDERSON EL	\$2,073	\$2,239	\$2,134	\$2,164	\$1,637
SW	Elem	101912151	BELL EL	\$2,561	\$2,801	\$2,749	\$2,933	\$2,643
SW	Elem	101912295	BENAVIDEZ EL	\$1,869	\$2,177	\$2,147	\$2,120	
SW	Elem	101912114	BRAEBURN EL	\$2,008	\$2,126	\$2,189	\$2,060	\$1,076
SW	Elem	101912130	CONDIT EL	\$2,286	\$2,443	\$2,345	\$2,360	\$1,758
SW	Elem	101912136	CUNNINGHAM EL	\$2,315	\$2,370	\$2,354	\$2,321	\$883
SW	Elem	101912148	ELROD EL	\$2,214	\$2,575	\$2,540	\$2,514	\$2,104
SW	Elem	101912271	FOERSTER EL	\$2,130	\$2,504	\$2,402	\$2,361	\$1,956
SW	Elem	101912153	FONDREN EL	\$2,417	\$2,759	\$2,414	\$2,785	\$2,310
SW	Elem	101912160	GORDON EL	\$2,161	\$2,686	\$2,728	\$3,063	\$2,121
SW	Elem	101912173	HEROD EL	\$2,105	\$2,104	\$1,852	\$1,811	\$1,129
SW	Elem	101912178	HORN EL	\$3,077	\$3,194	\$3,228	\$3,168	\$2,501
SW	Elem	101912189	KOLTER EL	\$3,030	\$3,089	\$2,953	\$3,083	\$2,344
SW	Elem	101912196	LONGFELLOW EL	\$2,772	\$3,106	\$2,843	\$2,816	\$2,345
SW	Elem	101912199	LOVETT EL	\$3,029	\$2,952	\$3,073	\$3,026	\$2,698
SW	Elem	101912215	PARKER EL	\$2,882	\$2,981	\$3,061	\$3,013	\$2,549
SW	Elem	101912224	RED EL	\$2,723	\$2,843	\$2,772	\$2,877	\$2,317
SW	Elem	101912239	SHEARN EL	\$2,307	\$2,575	\$2,444	\$2,483	\$1,509
SW	Elem	101912163	SUGAR GROVE EL	\$2,830	\$3,078			
SW	Elem	101912248	SUTTON EL	\$2,136	\$2,275	\$2,216	\$2,264	\$1,397
SW	HS	101912002	BELLAIRE H S	\$1,813	\$1,829	\$1,798	\$1,797	\$1,948
SW	HS	101912017	WESTBURY H S	\$1,907	\$1,919	\$1,759	\$1,762	\$1,877
SW	Middle	101912072	FONDREN MIDDLE	\$1,853	\$1,792	\$1,826	\$1,833	\$1,906
SW	Middle	101912055	JOHNSTON MIDDLE	\$2,042	\$2,138	\$2,007	\$2,131	\$2,124
SW	Middle	101912059	LONG MIDDLE	\$2,142	\$2,145	\$2,113	\$2,222	\$1,843
SW	Middle	101912064	PERSHING MIDDLE	\$1,540	\$1,649	\$1,538	\$1,576	\$1,976
SW	Middle	101912056	WELCH MIDDLE	\$2,078	\$2,120	\$2,045	\$2,020	\$2,047
W	Elem	101912273	ASHFORD EL	\$2,754	\$2,638	\$2,530	\$2,440	\$1,620
W	Elem	101912274	ASKEW EL	\$1,838	\$1,691	\$1,621	\$1,757	\$1,207
W	Elem	101912275	BARBARA BUSH EL	\$2,349	\$2,478	\$2,346	\$2,192	
W	Elem	101912111	BONHAM EL	\$2,124	\$2,279	\$2,261	\$2,367	\$1,862

W	Elem	101912116	BRIARGROVE EL	\$2,774	\$2,960	\$2,934	\$2,856	\$2,425
W	Elem	101912149	EMERSON EL	\$2,193	\$2,310	\$2,223	\$2,461	\$1,653
W	Elem	101912227	MCNAMARA EL	\$2,249	\$2,325	\$2,316	\$2,235	\$1,485
W	Elem	101912209	NEFF EL	\$2,285	\$2,423	\$2,378	\$2,419	\$1,527
W	Elem	101912218	PILGRIM EL	\$2,319	\$2,489	\$2,329	\$2,278	\$1,101
W	Elem	101912219	PINEY POINT EL	\$2,176	\$2,338	\$2,215	\$2,349	\$1,357
W	Elem	101912253	WALNUT BEND EL	\$2,227	\$2,526	\$2,532	\$2,667	\$1,899
W	Elem	101912267	WHITE EL	\$2,188	\$2,391	\$2,430	\$2,488	\$1,426
W	HS	101912009	LEE H S	\$1,807	\$1,844	\$1,961	\$1,859	\$1,669
W	HS	101912023	SHARPSTOWN H S	\$2,054	\$1,922	\$1,873	\$1,954	\$1,744
W	Middle	101912068	GRADY MIDDLE	\$2,405	\$2,654	\$3,165	\$4,446	
W	Middle	101912060	REVERE MIDDLE	\$2,115	\$2,357	\$2,250	\$2,061	\$1,918
W	Middle	101912083	SHADOWBRIAR MIDDLE	\$2,602	\$2,278	\$0	\$2	
W	Middle	101912081	SHARPSTOWN MIDDLE	\$2,225	\$2,327	\$2,322	\$2,242	\$1,887
Alt	Alternative	101912033	BARBARA JORDAN H S	\$2,171	\$2,268	\$2,455	\$2,133	\$1,874
Alt	Alternative	101912035	BURNET BAYLAND H S		""	\$89		
Alt	Alternative	101912288	COMMUNITY SERVICES					""
Alt	Alternative	101912013	COMMUNITY SERVICES-SEC	\$983	\$631	\$416	\$209	\$321
Alt	Alternative	101912029	CONTEMPORARY LRN CTR H S	\$132	\$361	\$380	\$311	\$384
Alt	Alternative	101912093	CONTEMPORARY LRN CTR MIDDLE			""	\$255	\$56
Alt	Alternative	101912021	FLORENCE CRITTENTON CTR	\$325	\$94	\$409	\$90	\$185
Alt	Alternative	101912022	FOLEY'S ACAD	\$383	\$38	\$87	\$85	\$56
Alt	Alternative	101912038	H P CARTER H S	\$274	\$586	\$558	\$213	\$167
Alt	Alternative	101912094	HARPER SCH	\$1,547	\$2,049	\$1,278	\$1,318	\$1,548
Alt	Alternative	101912031	HARRIS CO YOUTH VILL	\$535	\$141	\$191	\$238	\$290
Alt	Alternative	101912026	HEALTH PROFESSIONS H S	\$3,090	\$3,121	\$2,962	\$2,729	\$2,358
Alt	Alternative	101912037	JUVENILE DETENT CTR	\$131	\$63	\$253	\$363	\$45
Alt	Alternative	101912030	KAY ON-GOING ED	\$436	\$470	\$448	\$530	\$585

		CTR						
Alt	Alternative	101912034	LAW ENFCMT-CRIM JUST H S	\$2,492	\$3,006	\$2,825	\$2,732	\$2,346
Alt	Alternative	101912084	M C T C	\$3,299	\$4,315			
Alt	Alternative	101912032	NIGHT H S	\$81	\$70	\$65	\$66	\$74
Alt	Alternative	101912025	PERFOR & VIS ARTS H S	\$3,478	\$3,861	\$3,676	\$3,669	\$3,348
Alt	Alternative	101912085	RIPLEY HOUSE ALTER					
Alt	Alternative	101912028	SANCHEZ H S	\$1	\$0	\$425	\$24	
Alt	Alternative	101912296	T H ROGERS ED CTR					
Alt	Alternative	101912039	T H ROGERS SEC	\$1,227	\$787	\$603	\$584	\$755
Alt	Alternative	101912073	TERRELL ALTER MIDDLE	\$851	\$1,090	\$1,058	\$960	
NI	Alternative	101912091	EMPLOYMENT TRAINING CTR	\$1	\$0	\$17		
NI	Alternative	101912087	GOLF SHORES ALTER	\$141				
NI	Alternative	101912088	H C C-ALTER	\$415				
NI	Alternative	101912097	HCC LIFE SKILLS PROG	\$9	\$16			
NI	Alternative	101912278	K I P P	\$1,790				
NI	Alternative	101912284	LAS AMERICAS PRI	\$120				
NI	Alternative	101912092	SKILL ENHANCEMENT CTR			\$15		
NI	Elem	101912174	HIGHLAND HTS EL	\$2,223	\$2,957	\$3,026	\$2,734	\$2,527
NI	Elem	101912213	OSBORNE EL	\$2,273	\$2,429	\$2,434	\$2,663	\$2,274
NI	Elem	101912276	SHADOWBRIAR EL				\$6,741	
NI	Elem	101912254	WESLEY EL	\$2,082	\$2,213	\$2,107	\$2,242	\$2,066
NI	Middle	101912082	M C WILLIAMS MIDDLE	\$2,280	\$2,611	\$2,664	\$2,722	\$2,608
NI	Middle	101912076	RUSK MIDDLE	\$750				

Source: PEIMS data, Team Analysis

Table S-2 displays the expenditures by program for the central office and each school site. This detail supports the summary information in Chapter 7 Financial Management Exhibit 7-10.

Table S-2
1995 Program Expenditures

Id	Campus	Level	Total	General Ed	Bilingual	Gifted	Remedial	Special Ed	Vocational
700	CENTRAL OFFICE	Central	\$312,517,840	\$278,371,935	\$805,440	\$236,665	\$11,523,712	\$20,009,307	\$1,570,781
13	COMMUNITY SERVICES-SEC	Alt	\$10,249,330	\$315,148	\$61		\$5,600,201	\$4,292,261	\$41,659
39	T H ROGERS SEC	Alt	\$7,511,746	\$1,140,826	\$217	\$1,054,822	\$1,891,613	\$3,406,093	\$18,175
58	GREGORY-LINCOLN ED CTR	Alt	\$4,744,763	\$3,102,525	\$475,952		\$1,003,647	\$162,639	
80	RICE SCH	Alt	\$4,590,053	\$3,620,898	\$554,327		\$206,189	\$74,167	\$134,472
29	CONTEMPORARY LRN CTR H S	Alt	\$3,103,341	\$410,348	\$142		\$2,642,540	\$514	\$49,797
34	LAW ENFCMT-CRIM JUST H S	Alt	\$3,097,830	\$2,510,302			\$80,732	\$8,877	\$497,919
94	HARPER SCH	Alt	\$2,582,542	\$262,040			\$1,763,755	\$461,656	\$95,091
73	TERRELL ALTER MIDDLE	Alt	\$2,176,749	\$238,407	\$203		\$1,937,570	\$181	\$388
37	JUVENILE DETENT CTR	Alt	\$1,260,176	\$15,236	\$6,157		\$1,178,463	\$59,338	\$982
30	KAY ON-GOING ED CTR	Alt	\$1,200,270	\$124,363			\$1,061,613	\$79	\$14,215
31	HARRIS CO YOUTH VILL	Alt	\$1,099,386	\$16,195	\$2,039		\$1,045,386	\$2,910	\$32,856
22	FOLEY'S ACAD	Alt	\$633,697	\$11,961			\$621,736		
91	EMPLOYMENT TRAINING CTR	Alt	\$426,145	\$23			\$426,122		
191	LANGSTON FAMILY LIFE CTR	Alt	\$379,896	\$64,872	\$4,161		\$310,863		
21	FLORENCE CRITTENTON CTR	Alt	\$376,933	\$8,552	\$4		\$348,782	\$30	\$19,565
65	ED LRN ENRICHMENT CTR	Alt	\$256,297				\$256,297		
95	MCCARDELL ACAD	Alt	\$221,033	\$351			\$220,682		
84	M C T C	Alt	\$208,693	\$207,334			\$331		\$1,028
90	Y E S	Alt	\$108,534				\$108,534		
277	T S U/H I S D	Alt	\$81,669	\$714			\$80,955		
92	SKILL ENHANCEMENT CTR	Alt	\$53,785	\$7,979			\$45,806		
85	RIPLEY HOUSE ALTER	Alt	\$53,383	\$239			\$53,144		
97	HCC LIFE SKILLS PROG	Alt	\$26,873	\$330			\$20,337	\$6,206	
122	BURBANK EL	Elem.	\$4,301,472	\$2,185,142	\$449,007	\$1,182	\$840,222	\$825,919	
248	SUTTON EL	Elem.	\$4,223,765	\$1,946,189	\$1,277,275	\$903	\$525,214	\$474,184	
105	ANDERSON EL	Elem.	\$4,178,909	\$2,525,007	\$786,915	\$1,560	\$635,780	\$229,647	
119	BROOKLINE EL	Elem.	\$4,001,351	\$2,222,479	\$1,076,776		\$548,914	\$153,182	

114	BRAEBURN EL	Elem.	\$3,596,220	\$1,630,782	\$1,180,793		\$613,664	\$170,981	
281	SANCHEZ EL	Elem.	\$3,580,742	\$1,819,116	\$1,004,669	\$639	\$594,924	\$161,394	
279	TIJERINA EL	Elem.	\$3,468,201	\$1,571,033	\$896,947		\$769,579	\$230,642	
111	BONHAM EL	Elem.	\$3,391,168	\$2,285,986	\$567,527	\$1,227	\$380,733	\$155,695	
295	BENAVIDEZ EL	Elem.	\$3,349,752	\$1,307,946	\$1,385,075		\$515,620	\$141,111	
139	DODSON EL	Elem.	\$3,293,499	\$2,162,479	\$198,044		\$453,383	\$479,593	
124	BURNET EL	Elem.	\$3,289,821	\$1,722,790	\$919,646		\$512,226	\$135,159	
254	WESLEY EL	Elem.	\$3,245,205	\$2,631,074		\$1,289	\$549,997	\$62,786	\$59
155	FRANKLIN EL	Elem.	\$3,212,125	\$1,749,399	\$741,930		\$520,828	\$199,968	
133	CORNELIUS EL	Elem.	\$3,147,809	\$2,186,415	\$600,507		\$282,179	\$78,708	
148	ELROD EL	Elem.	\$3,130,460	\$2,209,093	\$285,584	\$2,464	\$437,013	\$196,306	
167	HARRIS R P EL	Elem.	\$3,083,758	\$2,017,931	\$594,793	\$1,368	\$358,701	\$110,965	
262	GRISSOM EL	Elem.	\$3,079,039	\$2,050,402	\$346,982	\$216	\$476,594	\$204,845	
219	PINEY POINT EL	Elem.	\$3,062,669	\$1,353,784	\$1,048,374	\$2,199	\$515,613	\$142,699	
192	LANTRIP EL	Elem.	\$3,039,141	\$1,811,659	\$650,106	\$580	\$455,205	\$121,591	
175	HOBBY EL	Elem.	\$3,017,091	\$2,127,803	\$280,096	\$1,714	\$443,951	\$163,527	
194	LEWIS EL	Elem.	\$3,001,229	\$1,939,971	\$408,250	\$138	\$547,251	\$105,619	
112	BONNER EL	Elem.	\$2,969,479	\$1,316,454	\$940,283	\$541	\$512,094	\$200,107	
255	WEST UNIVERSITY EL	Elem.	\$2,965,112	\$2,355,762	\$204,182	\$1,018	\$118,785	\$285,365	
136	CUNNINGHAM EL	Elem.	\$2,916,581	\$1,284,801	\$987,797		\$446,986	\$196,997	
271	FOERSTER EL	Elem.	\$2,908,822	\$1,821,993	\$334,543	\$177	\$439,631	\$312,478	
159	GOLFCREST EL	Elem.	\$2,903,723	\$1,390,148	\$861,865		\$480,081	\$171,629	
287	CAGE EL	Elem.	\$2,902,032	\$1,325,486	\$880,359		\$501,882	\$194,305	
147	ELIOT EL	Elem.	\$2,899,602	\$1,560,485	\$812,253		\$383,529	\$143,335	
244	SOUTHMAYD EL	Elem.	\$2,879,770	\$1,472,025	\$844,198		\$396,409	\$167,138	
209	NEFF EL	Elem.	\$2,852,128	\$1,526,229	\$760,316	\$2,466	\$376,618	\$186,499	
144	DURKEE EL	Elem.	\$2,845,996	\$1,698,283	\$493,722	\$2,305	\$375,162	\$276,524	
151	BELL EL	Elem.	\$2,837,311	\$2,122,683	\$473,700		\$80,207	\$160,721	
210	NORTHLINE EL	Elem.	\$2,809,651	\$1,572,717	\$642,012	\$1,362	\$413,632	\$179,928	
299	A A MILNE EL	Elem.	\$2,790,581	\$2,020,950	\$260,922	\$86,063	\$136,856	\$285,790	
173	HEROD EL	Elem.	\$2,775,190	\$1,287,214	\$525,590	\$650,243	\$112,229	\$199,914	
215	PARKER EL	Elem.	\$2,767,849	\$2,352,246	\$251,464	\$905	\$63,566	\$99,668	
181	JANOWSKI EL	Elem.	\$2,750,247	\$1,407,658	\$850,746	\$2,544	\$418,753	\$70,546	
267	WHITE EL	Elem.	\$2,748,254	\$1,231,919	\$851,776		\$441,583	\$222,976	
237	SCARBOROUGH EL	Elem.	\$2,730,977	\$1,688,210	\$490,244	\$1,151	\$408,165	\$143,207	
227	MCNAMARA EL	Elem.	\$2,728,652	\$1,293,442	\$822,313	\$1,183	\$506,098	\$105,616	
166	HARRIS J R EL	Elem.	\$2,725,029	\$1,601,221	\$501,635	\$215	\$438,644	\$183,314	
242	SMITH EL	Elem.	\$2,715,582	\$1,749,662	\$466,389	\$3,068	\$310,569	\$185,894	
245	STEVENS EL	Elem.	\$2,700,860	\$1,602,189	\$537,136	\$1,886	\$336,070	\$223,579	
286	HERRERA EL	Elem.	\$2,699,247	\$1,527,195	\$554,107	\$5,075	\$471,810	\$141,060	

260	WINDSOR VILLAGE EL	Elem.	\$2,678,321	\$1,491,922	\$183,776	\$581,654	\$340,263	\$80,706
207	MONTGOMERY EL	Elem.	\$2,659,058	\$1,951,869	\$182,878	\$1,046	\$354,471	\$168,794
202	MCDADE EL	Elem.	\$2,646,216	\$1,820,134	\$176,628	\$1,199	\$415,222	\$233,033
250	TURNER EL	Elem.	\$2,634,514	\$1,749,895	\$61,853	\$1,066	\$588,273	\$233,427
158	GARDEN VILLAS EL	Elem.	\$2,631,855	\$2,247,249	\$183,315		\$58,804	\$142,487
297	DAVILA EL	Elem.	\$2,588,096	\$1,365,810	\$724,306	\$1,150	\$359,604	\$137,226
203	MADING EL	Elem.	\$2,567,204	\$1,842,403	\$150,212	\$711	\$293,524	\$280,354
290	CRESPO EL	Elem.	\$2,564,786	\$1,228,065	\$785,370		\$386,938	\$164,413
138	DEZAVALA EL	Elem.	\$2,555,034	\$1,134,884	\$667,723	\$133,670	\$473,582	\$145,175
221	POE EL	Elem.	\$2,553,051	\$2,092,891	\$279,119	\$582	\$101,794	\$78,665
212	OATES EL	Elem.	\$2,550,752	\$1,627,863	\$469,416		\$283,667	\$169,806
292	CARRILLO EL	Elem.	\$2,539,816	\$1,169,663	\$888,816		\$414,157	\$67,180
116	BRIARGROVE EL	Elem.	\$2,538,798	\$2,340,352	\$105,988	\$1,556	\$26,842	\$64,060
218	PILGRIM EL	Elem.	\$2,534,028	\$1,101,878	\$961,819		\$344,014	\$126,317
123	CODWELL EL	Elem.	\$2,531,914	\$1,812,751	\$144,590	\$1,257	\$369,428	\$203,888
102	ALCOTT EL	Elem.	\$2,526,016	\$1,859,468	\$84,165		\$388,138	\$194,245
128	LYONS EL	Elem.	\$2,504,969	\$1,433,190	\$472,577		\$375,980	\$223,222
182	JEFFERSON EL	Elem.	\$2,495,262	\$1,509,370	\$515,457	\$2,146	\$391,888	\$76,401
171	HENDERSON J EL	Elem.	\$2,494,124	\$1,374,097	\$720,574		\$343,150	\$56,303
154	FOSTER EL	Elem.	\$2,482,620	\$1,772,164	\$217,624		\$321,033	\$171,799
273	ASHFORD EL	Elem.	\$2,481,908	\$1,686,836	\$454,065		\$69,140	\$271,867
195	LOCKHART EL	Elem.	\$2,428,149	\$1,820,243	\$234,025	\$1,017	\$231,479	\$141,385
291	GALLEGOS EL	Elem.	\$2,412,872	\$1,201,673	\$601,735	\$2,138	\$430,962	\$176,364
225	REYNOLDS EL	Elem.	\$2,410,925	\$1,726,899	\$130	\$337	\$385,854	\$297,705
109	BERRY EL	Elem.	\$2,394,869	\$1,307,975	\$705,437		\$255,087	\$126,370
125	BURRUS EL	Elem.	\$2,385,904	\$1,791,572	\$127,650		\$304,009	\$162,673
156	FROST EL	Elem.	\$2,384,696	\$1,778,084	\$112,307	\$290	\$312,015	\$182,000
283	GARCIA EL	Elem.	\$2,354,503	\$1,308,420	\$499,699	\$1,194	\$377,216	\$167,974
169	HARVARD EL	Elem.	\$2,351,191	\$1,226,986	\$679,640	\$1,076	\$368,063	\$75,426
230	WILL ROGERS EL	Elem.	\$2,334,351	\$1,693,412	\$463,019	\$1,099	\$39,047	\$137,774
243	THOMPSON EL	Elem.	\$2,332,165	\$1,317,471	\$198,859	\$1,370	\$401,642	\$412,823
240	SHERMAN EL	Elem.	\$2,320,469	\$1,074,211	\$758,269	\$6	\$438,790	\$49,193
274	ASKEW EL	Elem.	\$2,319,984	\$1,057,579	\$387,793	\$734,939	\$64,227	\$75,446
152	FIELD EL	Elem.	\$2,306,896	\$1,267,085	\$393,442		\$390,495	\$255,874
211	OAK FOREST EL	Elem.	\$2,295,066	\$1,424,741	\$207,838	\$538,029	\$32,740	\$91,718
220	PLEASANTVILLE EL	Elem.	\$2,293,784	\$1,338,570	\$98	\$532,782	\$131,867	\$290,467
216	PATTERSON EL	Elem.	\$2,293,767	\$1,646,801	\$381,207	\$1,289	\$204,620	\$59,850
117	BRISCOE EL	Elem.	\$2,289,340	\$1,214,518	\$619,419	\$2,038	\$380,603	\$72,762
253	WALNUT BEND EL	Elem.	\$2,288,639	\$1,541,307	\$500,081	\$2,181	\$58,670	\$186,400
132	COOP EL	Elem.	\$2,288,226	\$1,337,293	\$487,892	\$2,160	\$326,078	\$134,803

298	MARTINEZ R EL	Elem.	\$2,263,666	\$1,251,215	\$554,248		\$365,737	\$92,466
265	PETERSEN EL	Elem.	\$2,248,057	\$1,328,163	\$76,117	\$143	\$438,990	\$404,644
289	MARTINEZ C EL	Elem.	\$2,240,397	\$1,259,085	\$479,432		\$342,000	\$159,880
252	WAINWRIGHT EL	Elem.	\$2,239,038	\$1,747,664	\$356,249		\$41,454	\$93,671
149	EMERSON EL	Elem.	\$2,230,269	\$1,352,712	\$486,584	\$2,494	\$274,885	\$113,594
232	ROSS EL	Elem.	\$2,227,975	\$1,646,790	\$209,323		\$268,936	\$102,926
224	RED EL	Elem.	\$2,213,353	\$1,607,018	\$356,497	\$1,516	\$56,623	\$191,699
257	WHIDBY EL	Elem.	\$2,211,410	\$1,744,614	\$134,919		\$269,293	\$62,584
269	SCROGGINS EL	Elem.	\$2,196,994	\$1,401,110	\$506,027	\$63	\$208,075	\$81,719
196	LONGFELLOW EL	Elem.	\$2,196,575	\$1,918,378	\$194,176	\$2,123	\$18,517	\$63,381
176	HOHL EL	Elem.	\$2,184,148	\$1,303,093	\$390,149	\$301	\$294,147	\$196,458
199	LOVETT EL	Elem.	\$2,175,117	\$2,068,051		\$459	\$47,315	\$59,292
249	TRAVIS EL	Elem.	\$2,169,531	\$957,390	\$356,142	\$539,367	\$216,634	\$99,998
187	KELSO EL	Elem.	\$2,165,266	\$1,486,400	\$202,436	\$1,430	\$319,146	\$155,854
275	BARBARA BUSH EL	Elem.	\$2,140,769	\$1,689,666	\$208,742	\$3,386	\$65,849	\$173,126
201	MACGREGOR EL	Elem.	\$2,120,278	\$1,577,786	\$240,429		\$227,571	\$74,492
110	BLACKSHEAR EL	Elem.	\$2,094,169	\$1,651,501			\$294,458	\$148,210
108	BASTIAN EL	Elem.	\$2,093,609	\$1,253,616	\$254,834	\$504	\$409,896	\$174,759
231	ROOSEVELT EL	Elem.	\$2,081,600	\$1,002,340	\$230,623	\$317,684	\$289,941	\$241,012
214	PARK PLACE EL	Elem.	\$2,064,688	\$1,029,538	\$654,045		\$309,011	\$72,094
157	GARDEN OAKS EL	Elem.	\$2,061,417	\$1,326,803	\$253,543	\$692	\$168,207	\$312,172
153	FONDREN EL	Elem.	\$2,048,534	\$1,079,064	\$287,053		\$335,903	\$346,514
233	RUCKER EL	Elem.	\$2,041,923	\$1,190,581	\$372,637	\$902	\$328,772	\$149,031
141	DOUGLASS EL	Elem.	\$2,037,527	\$1,493,099	\$34,912		\$278,605	\$230,911
107	BARRICK EL	Elem.	\$2,024,039	\$1,196,487	\$481,415		\$258,054	\$88,083
184	JONES J WILL EL	Elem.	\$2,002,346	\$1,411,071	\$326,948	\$1,770	\$221,832	\$40,725
229	ROBERTS EL	Elem.	\$1,995,591	\$1,688,422	\$214,248	\$1,449	\$41,647	\$49,825
183	JONES ANSON EL	Elem.	\$1,976,390	\$1,231,977	\$332,501		\$295,251	\$116,661
120	BROWNING EL	Elem.	\$1,974,002	\$1,125,151	\$479,404	\$1,128	\$329,863	\$38,456
185	KASHMERE GARDENS EL	Elem.	\$1,962,206	\$1,534,316	\$1,851		\$272,834	\$153,205
189	KOLTER EL	Elem.	\$1,938,563	\$1,430,214	\$250,319	\$1,873	\$53,166	\$202,991
121	BRUCE EL	Elem.	\$1,930,429	\$1,470,047	\$178,477		\$203,662	\$78,243
251	TWAIN EL	Elem.	\$1,928,608	\$1,221,989	\$372,275	\$60,630	\$107,967	\$165,747
241	SINCLAIR EL	Elem.	\$1,922,929	\$1,641,214	\$223,177	\$1,497	\$14,264	\$42,777
264	MITCHELL EL	Elem.	\$1,911,800	\$1,198,970	\$379,330	\$1,670	\$265,000	\$66,830
272	MACARTHUR EL	Elem.	\$1,911,306	\$1,066,845	\$265,358	\$334	\$306,448	\$272,321
270	CONCORD EL	Elem.	\$1,883,670	\$1,057,491	\$73,606		\$394,141	\$358,432
177	HOLDEN EL	Elem.	\$1,874,028	\$886,341	\$339,091		\$368,400	\$280,196
130	CONDIT EL	Elem.	\$1,871,818	\$1,437,016	\$260,145	\$42,878	\$29,344	\$102,435

106	ATHERTON EL	Elem.	\$1,860,800	\$1,220,203	\$260,497		\$235,477	\$144,623
259	WILSON EL	Elem.	\$1,851,099	\$1,259,669	\$407,180		\$135,957	\$48,293
263	LAW EL	Elem.	\$1,848,831	\$1,438,553	\$87,229		\$204,499	\$118,550
236	SANDERSON EL	Elem.	\$1,847,093	\$1,368,309	\$104,886		\$234,707	\$139,191
178	HORN EL	Elem.	\$1,828,159	\$1,660,878	\$83,436	\$1,241	\$31,459	\$51,145
150	FAIRCHILD EL	Elem.	\$1,821,360	\$1,255,748	\$63,743		\$331,355	\$170,514
160	GORDON EL	Elem.	\$1,803,758	\$1,040,199	\$429,317	\$60	\$252,949	\$81,233
222	PORT HOUSTON EL	Elem.	\$1,786,910	\$1,005,377	\$515,278		\$229,241	\$37,014
268	BENBROOK EL	Elem.	\$1,777,738	\$1,023,123	\$476,081	\$738	\$149,985	\$127,811
204	MEMORIAL EL	Elem.	\$1,758,547	\$740,141	\$554,774		\$391,070	\$72,562
180	ISAACS EL	Elem.	\$1,755,293	\$1,167,912	\$313,193		\$178,199	\$95,989
258	WHITTIER EL	Elem.	\$1,748,504	\$1,103,493	\$346,165	\$125	\$219,040	\$79,681
226	RHOADS EL	Elem.	\$1,738,314	\$1,351,228	\$71	\$474	\$337,442	\$49,099
205	MILAM EL	Elem.	\$1,735,554	\$874,873	\$536,140		\$231,125	\$93,416
162	GREGG EL	Elem.	\$1,734,001	\$1,106,664	\$206,943		\$338,606	\$81,788
140	DOGAN EL	Elem.	\$1,732,485	\$1,039,412	\$100,886		\$342,131	\$250,056
213	OSBORNE EL	Elem.	\$1,729,996	\$1,316,077			\$277,854	\$136,065
113	BOWIE EL	Elem.	\$1,726,199	\$1,236,711	\$141,541		\$220,949	\$126,998
235	RYAN EL	Elem.	\$1,722,904	\$1,032,228	\$314,884		\$277,613	\$98,179
188	KENNEDY EL	Elem.	\$1,716,538	\$1,171,208	\$212,765	\$2,770	\$255,432	\$74,363
239	SHEARN EL	Elem.	\$1,715,214	\$767,572	\$600,728		\$267,678	\$79,236
104	ALMEDA EL	Elem.	\$1,701,244	\$1,156,682	\$259,635	\$991	\$230,953	\$52,983
234	RUSK EL	Elem.	\$1,695,357	\$823,999	\$363,401		\$422,906	\$85,051
164	GRIMES EL	Elem.	\$1,687,374	\$1,350,104	\$61,735	\$1,703	\$201,124	\$72,708
228	RIVER OAKS EL	Elem.	\$1,685,985	\$955,994		\$697,189	\$596	\$32,206
115	DURHAM EL	Elem.	\$1,682,304	\$1,199,842	\$252,844	\$1,003	\$164,588	\$64,027
246	STEVENSON EL	Elem.	\$1,662,589	\$877,983	\$396,166		\$315,599	\$72,841
137	DECHAUMES EL	Elem.	\$1,648,299	\$1,154,153	\$247,028		\$165,362	\$81,756
197	LOOSCAN EL	Elem.	\$1,647,251	\$947,993	\$390,904		\$228,783	\$79,571
190	LAMAR EL	Elem.	\$1,631,898	\$824,998	\$428,433		\$278,632	\$99,835
217	PECK EL	Elem.	\$1,626,046	\$1,194,111	\$202,177		\$197,358	\$32,400
238	SCOTT EL	Elem.	\$1,625,800	\$1,038,749	\$263,340		\$212,455	\$111,256
198	LOVE EL	Elem.	\$1,611,397	\$858,142	\$422,718	\$2,404	\$256,804	\$71,329
168	HARTSFIELD EL	Elem.	\$1,580,307	\$1,133,146	\$73,742	\$240	\$217,754	\$155,425
179	HOUSTON GARDENS EL	Elem.	\$1,574,009	\$1,222,878	\$43,035		\$196,550	\$111,546
127	CARNEGIE EL	Elem.	\$1,557,379	\$1,024,625	\$159,786	\$641	\$263,362	\$108,965
145	EASTER EL	Elem.	\$1,542,682	\$988,111	\$249,399	\$482	\$221,490	\$83,200
247	SUNNY SIDE EL	Elem.	\$1,524,962	\$1,170,264	\$40,991	\$176	\$219,794	\$93,737
172	HENDERSON N EL	Elem.	\$1,515,212	\$1,210,625	\$79,379		\$188,269	\$36,939

103	ALLEN EL	Elem.	\$1,513,372	\$947,598	\$237,678		\$236,423	\$91,673	
256	WHARTON EL	Elem.	\$1,476,737	\$775,750	\$412,257		\$205,419	\$83,311	
261	CHATHAM EL	Elem.	\$1,458,742	\$966,145	\$77,923		\$255,898	\$158,776	
135	CROCKETT EL	Elem.	\$1,451,661	\$783,031	\$423,255		\$180,699	\$64,676	
223	PUGH EL	Elem.	\$1,445,780	\$1,026,310	\$217,880		\$158,370	\$43,220	
146	EIGHTH AVE EL	Elem.	\$1,432,795	\$789,174	\$206,839		\$248,580	\$188,202	
134	CRAWFORD EL	Elem.	\$1,412,049	\$850,912	\$143,499		\$239,084	\$178,554	
170	HELMS EL	Elem.	\$1,400,411	\$826,928	\$355,348	\$441	\$172,252	\$45,442	
118	BROCK EL	Elem.	\$1,310,052	\$793,304	\$226,754		\$167,576	\$122,418	
174	HIGHLAND HTS EL	Elem.	\$1,285,738	\$1,004,208	\$19		\$138,008	\$143,503	
129	CLINTON PARK EL	Elem.	\$1,113,202	\$829,080			\$207,928	\$76,194	
193	LEE EL	Elem.	\$1,023,443	\$510,176	\$332,976		\$146,206	\$34,085	
266	E O SMITH EL	Elem.	\$971,256	\$638,702	\$5,017		\$200,042	\$127,436	\$59
163	SUGAR GROVE EL	Elem.	\$929,248	\$794,670	\$59,451		\$16,604	\$58,523	
11	MILBY H S	HS	\$9,993,456	\$7,772,302	\$445,351	\$1,455	\$308,089	\$429,191	\$1,037,068
1	AUSTIN H S	HS	\$9,379,193	\$7,022,660	\$581,016	\$269	\$390,199	\$378,300	\$1,006,749
5	SAM HOUSTON H S	HS	\$8,801,200	\$5,843,590	\$164,142		\$374,159	\$844,743	\$1,574,566
2	BELLAIRE H S	HS	\$8,462,988	\$5,849,802	\$132,724	\$1,299,928	\$158,684	\$260,925	\$760,925
8	LAMAR H S	HS	\$7,827,951	\$5,582,887	\$267,384	\$843,713	\$260,710	\$204,023	\$669,234
9	LEE H S	HS	\$7,619,963	\$4,818,425	\$738,581	\$447,773	\$279,079	\$321,375	\$1,014,730
17	WESTBURY H S	HS	\$7,488,962	\$5,037,240	\$102,252	\$578,574	\$538,042	\$431,527	\$801,327
20	YATES H S	HS	\$6,886,492	\$4,646,756	\$44,016		\$387,912	\$541,359	\$1,266,449
12	REAGAN H S	HS	\$6,723,729	\$4,855,337	\$297,204		\$332,526	\$263,637	\$975,025
19	WORTHING H S	HS	\$6,208,475	\$3,532,202	\$81	\$2,933	\$652,190	\$1,218,235	\$802,834
33	BARBARA JORDAN H S	HS	\$5,905,289	\$3,154,806	\$124,265		\$532,937	\$767,924	\$1,325,357
23	SHARPSTOWN H S	HS	\$5,689,171	\$3,682,583	\$298,706	\$469,117	\$312,629	\$315,452	\$610,684
16	WASHINGTON B T H S	HS	\$5,614,660	\$4,396,302		\$64	\$282,595	\$349,891	\$585,808
10	MADISON H S	HS	\$5,419,634	\$4,111,545	\$43,388		\$267,538	\$258,950	\$738,213
3	DAVIS H S	HS	\$5,192,251	\$3,793,690	\$192,268		\$397,200	\$236,452	\$572,641
14	STERLING H S	HS	\$5,181,632	\$3,991,085	\$21,654		\$237,600	\$393,713	\$537,580
6	JONES H S	HS	\$5,057,090	\$3,380,014	\$29,996	\$669,701	\$285,993	\$195,501	\$495,885
15	WALTRIP H S	HS	\$4,845,882	\$3,616,128	\$87,000	\$83,645	\$118,696	\$224,669	\$715,744
4	FURR H S	HS	\$4,812,199	\$3,567,759	\$78,497		\$334,391	\$295,530	\$536,022
18	WHEATLEY H S	HS	\$4,572,978	\$2,693,905	\$94,500	\$59	\$916,264	\$330,366	\$537,884
7	KASHMERE H S	HS	\$4,364,002	\$3,092,256	\$415		\$363,149	\$305,253	\$602,929
24	SCARBOROUGH H S	HS	\$4,157,105	\$2,873,741	\$43,641	\$1,023	\$425,664	\$393,716	\$419,320
26	HEALTH PROFESSIONS H S	HS	\$3,163,070	\$2,593,404	\$60		\$45,542	\$2,280	\$521,784
25	PERFOR & VIS ARTS H S	HS	\$3,071,499	\$2,975,812		\$695	\$41,938	\$11,859	\$41,195
38	H P CARTER H S	HS	\$1,470,806	\$180,567	\$203		\$1,223,173	\$10,036	\$56,827

28	SANCHEZ H S	HS	\$737,703	\$1,156			\$736,461	\$86	
32	NIGHT H S	HS	\$670,127	\$9,930	\$104		\$658,675		\$1,418
35	BURNET BAYLAND H S	HS	\$352,726	\$12,787	\$3,570		\$334,351	\$45	\$1,973
27	EAST END H S	HS	\$26,574				\$26,379		\$195
45	DEADY MIDDLE	Middle	\$5,885,597	\$3,958,950	\$388,523	\$59	\$1,114,886	\$342,026	\$81,153
56	WELCH MIDDLE	Middle	\$5,681,603	\$4,005,214	\$36,574	\$513,320	\$733,068	\$390,179	\$3,248
43	BURBANK MIDDLE	Middle	\$5,033,044	\$2,955,780	\$445,783	\$430,112	\$818,438	\$332,881	\$50,050
61	MARSHALL MIDDLE	Middle	\$5,015,875	\$3,207,944	\$231,034	\$64	\$1,018,970	\$555,512	\$2,351
55	JOHNSTON MIDDLE	Middle	\$5,008,236	\$3,231,774	\$413,599	\$509,380	\$565,240	\$238,822	\$49,421
64	PERSHING MIDDLE	Middle	\$4,933,914	\$2,908,029	\$65,214	\$1,150,216	\$517,249	\$292,924	\$282
59	LONG MIDDLE	Middle	\$4,828,689	\$3,172,560	\$386,724	\$240,449	\$734,819	\$293,647	\$490
51	HARTMAN MIDDLE	Middle	\$4,823,109	\$3,418,275	\$1,556	\$182,045	\$781,125	\$351,656	\$88,452
54	JACKSON MIDDLE	Middle	\$4,702,185	\$2,877,545	\$513,381		\$926,816	\$342,352	\$42,091
57	LANIER MIDDLE	Middle	\$4,558,092	\$2,528,910	\$141,566	\$1,184,273	\$547,126	\$155,872	\$345
53	HOGG MIDDLE	Middle	\$4,417,683	\$3,023,186	\$289,352	\$1,983	\$699,326	\$402,971	\$865
75	DOWLING MIDDLE	Middle	\$4,326,483	\$3,169,995	\$93,815		\$540,596	\$521,232	\$845
60	REVERE MIDDLE	Middle	\$4,321,547	\$2,945,957	\$131,784	\$462,941	\$519,271	\$221,310	\$40,284
52	PATRICK HENRY MIDDLE	Middle	\$4,294,826	\$2,988,164	\$165,179	\$119	\$785,732	\$346,065	\$9,567
79	KEY MIDDLE	Middle	\$4,287,429	\$2,761,017	\$29,775		\$662,287	\$789,023	\$45,327
48	CLIFTON MIDDLE	Middle	\$4,172,469	\$3,359,053	\$38,655	\$63	\$461,029	\$313,099	\$570
46	EDISON MIDDLE	Middle	\$4,141,928	\$2,706,046	\$327,665		\$799,911	\$266,614	\$41,692
49	HAMILTON MIDDLE	Middle	\$4,109,116	\$2,549,966	\$145,414	\$409,187	\$638,864	\$315,625	\$50,060
81	SHARPSTOWN MIDDLE	Middle	\$4,012,228	\$2,964,377	\$346,925	\$1,043	\$409,892	\$249,205	\$40,786
72	FONDREN MIDDLE	Middle	\$3,958,485	\$2,529,598	\$44,780	\$435,724	\$525,004	\$373,866	\$49,513
41	ATTUCKS MIDDLE	Middle	\$3,847,695	\$2,934,065	\$40,758		\$524,697	\$251,876	\$96,299
42	BLACK MIDDLE	Middle	\$3,798,222	\$2,698,449	\$36,687		\$515,154	\$505,507	\$42,425
50	HOLLAND MIDDLE	Middle	\$3,603,467	\$2,196,348	\$77,058	\$369,315	\$530,531	\$390,439	\$39,776
77	THOMAS MIDDLE	Middle	\$3,602,644	\$2,544,938	\$1,248		\$553,149	\$453,803	\$49,506
98	STEVENSON MIDDLE	Middle	\$3,566,453	\$2,889,971	\$54,472	\$63	\$401,645	\$181,122	\$39,180
47	FONVILLE MIDDLE	Middle	\$3,540,922	\$2,546,291	\$11,884	\$59	\$525,500	\$422,626	\$34,562
66	RYA N MIDDLE	Middle	\$3,514,578	\$2,322,557	\$51,258	\$251,663	\$449,919	\$390,984	\$48,197
62	MCREYNOLDS MIDDLE	Middle	\$3,473,459	\$2,485,459	\$145,511		\$527,040	\$315,081	\$368
82	M C WILLIAMS MIDDLE	Middle	\$3,243,058	\$2,374,609	\$36,154	\$125	\$533,874	\$250,912	\$47,384
78	FLEMING MIDDLE	Middle	\$3,184,718	\$2,477,193	\$34,112		\$401,836	\$220,965	\$50,612
44	CULLEN MIDDLE	Middle	\$2,929,329	\$1,990,005	\$33,256	\$254,702	\$298,170	\$303,393	\$49,803
74	WOODSON MIDDLE	Middle	\$2,827,390	\$2,039,449	\$104		\$507,220	\$230,091	\$50,526

67	SMITH E O MIDDLE	Middle	\$2,236,642	\$1,619,320	\$28,848		\$300,579	\$264,345	\$23,550
83	SHADOWBRIAR MIDDLE	Middle	\$2,202,012	\$1,711,817	\$140,853	\$63	\$182,886	\$166,393	
68	GRADY MIDDLE	Middle	\$1,967,471	\$1,620,862	\$95,097	\$807	\$196,326	\$54,379	

Source: PEIMS data, Team analysis

Appendix T:

School Computer Data

Table T-1 below displays the number and types of computers in the schools according to the Fixed Assets Inventory list. This table supports the discussion in Chapter 9, Information Services. There is a small variance in the totals from the chart in Chapter 9 due to the way some older equipment was classified.

Table T-1
HISD Classroom Computer Statistics

Region	Ed Level	Campus	Campus	Enroll	Total PC	Student/PC
C	Elem	101912058	GREGORY-LINCOLN ED CTR	734	143	5.1
C	Elem	101912184	JONES J WILL EL	544	38	14.3
C	Elem	101912201	MACGREGOR EL	469	74	6.3
C	Elem	101912221	POE EL	707	138	5.1
C	Elem	101912228	RIVER OAKS EL	495	92	5.4
C	Elem	101912229	ROBERTS EL	515	106	4.9
C	Elem	101912230	WILL ROGERS EL	627	39	16.1
C	Elem	101912255	WEST UNIVERSITY EL	817	156	5.2
C	Elem	101912256	WHARTON EL	355	77	4.6
C	Elem	101912259	WILSON EL	487	66	7.4
C	HS	101912008	LAMAR H S	2618	322	8.1
C	Middle	101912057	LANIER MIDDLE	1406	155	9.1
C	Middle	101912282	GREGORY-LINCOLN ED CTR	396	61	6.5
E	Elem	101912117	BRISCOE EL	707	44	16.1
E	Elem	101912124	BURNET EL	934	73	12.8
E	Elem	101912129	CLINTON PARK EL	184	37	5.0
E	Elem	101912138	DEZAVALA EL	757	95	8.0
E	Elem	101912155	FRANKLIN EL	902	106	8.5
E	Elem	101912167	HARRIS R P EL	938	60	15.6
E	Elem	101912171	HENDERSON J EL	778	57	13.6
E	Elem	101912192	LANTRIP EL	904	59	15.3
E	Elem	101912212	OATES EL	759	76	10.0
E	Elem	101912220	PLEASANTVILLE EL	591	35	16.9
E	Elem	101912222	PORT HOUSTON EL	343	51	6.7
E	Elem	101912234	RUSK EL	446	57	7.8
E	Elem	101912258	WHITTIER EL	538	45	12.0

E	Elem	101912279	TIJERINA EL	948	130	7.3
E	Elem	101912287	CAGE EL	795	101	7.9
E	Elem	101912291	GALLEGOS EL	738	80	9.2
E	Elem	101912292	CARRILLO EL	841	38	22.1
E	HS	101912001	AUSTIN H S	3062	361	8.5
E	HS	101912004	FURR H S	1251	239	5.2
E	Middle	101912046	EDISON MIDDLE	1235	190	6.5
E	Middle	101912050	HOLLAND MIDDLE	916	155	5.9
E	Middle	101912054	JACKSON MIDDLE	1397	259	5.4
N	Elem	101912107	BARRICK EL	733	22	33.3
N	Elem	101912109	BERRY EL	628	38	16.5
N	Elem	101912122	BURBANK EL	877	50	17.5
N	Elem	101912128	LYONS EL	747	40	18.7
N	Elem	101912132	COOP EL	690	60	11.5
N	Elem	101912137	DECHAUMES EL	483	41	11.8
N	Elem	101912144	DURKEE EL	811	53	15.3
N	Elem	101912181	JANOWSKI EL	806	82	9.8
N	Elem	101912210	NORTHLINE EL	831	69	12.0
N	Elem	101912231	ROOSEVELT EL	508	74	6.9
N	Elem	101912237	SCARBOROUGH EL	758	78	9.7
N	Elem	101912286	HERRERA EL	838	58	14.4
N	HS	101912005	SAM HOUSTON H S	2678	385	7.0
N	Middle	101912043	BURBANK MIDDLE	1478	200	7.4
N	Middle	101912047	FONVILLE MIDDLE	956	165	5.8
N	Middle	101912052	PATRICK HENRY MIDDLE	1138	211	5.4
NC	Elem	101912118	BROCK EL	281	48	5.9
NC	Elem	101912120	BROWNING EL	627	67	9.4
NC	Elem	101912125	BURRUS EL	559	53	10.5
NC	Elem	101912135	CROCKETT EL	377	98	3.8
NC	Elem	101912146	EIGHTH AVE EL	293	62	4.7
NC	Elem	101912152	FIELD EL	559	68	8.2
NC	Elem	101912169	HARVARD EL	720	62	11.6
NC	Elem	101912170	HELMS EL	389	59	6.6
NC	Elem	101912182	JEFFERSON EL	718	48	15.0
NC	Elem	101912190	LAMAR EL	411	62	6.6
NC	Elem	101912193	LEE EL	232	33	7.0
NC	Elem	101912197	LOOSCAN EL	419	85	4.9
NC	Elem	101912198	LOVE EL	400	82	4.9
NC	Elem	101912204	MEMORIAL EL	396	52	7.6
NC	Elem	101912205	MILAM EL	448	70	6.4

NC	Elem	101912235	RYAN EL	440	38	11.6
NC	Elem	101912240	SHERMAN EL	709	93	7.6
NC	Elem	101912246	STEVENSON EL	445	46	9.7
NC	Elem	101912249	TRAVIS EL	626	57	11.0
NC	Elem	101912289	MARTINEZ C EL	623	23	27.1
NC	HS	101912003	DAVIS H S	1750	228	7.7
NC	HS	101912012	REAGAN H S	1978	396	5.0
NC	HS	101912020	YATES H S	1739	278	6.3
NC	Middle	101912049	HAMILTON MIDDLE	1155	194	6.0
NC	Middle	101912053	HOGG MIDDLE	1297	258	5.0
NC	Middle	101912061	MARSHALL MIDDLE	1197	171	7.0
NE	Alternative	101912191	LANGSTON FAMILY LIFE CTR	68	3	22.7
NE	Elem	101912106	ATHERTON EL	502	44	11.4
NE	Elem	101912113	BOWIE EL	440	61	7.2
NE	Elem	101912121	BRUCE EL	502	44	11.4
NE	Elem	101912134	CRAWFORD EL	296	54	5.5
NE	Elem	101912140	DOGAN EL	423	38	11.1
NE	Elem	101912145	EASTER EL	362	33	11.0
NE	Elem	101912147	ELIOT EL	867	59	14.7
NE	Elem	101912172	HENDERSON N EL	502	51	9.8
NE	Elem	101912179	HOUSTON GARDENS EL	462	43	10.7
NE	Elem	101912180	ISAACS EL	486	39	12.5
NE	Elem	101912183	JONES ANSON EL	447	57	7.8
NE	Elem	101912185	KASHMERE GARDENS EL	530	64	8.3
NE	Elem	101912202	MCDADE EL	728	146	5.0
NE	Elem	101912223	PUGH EL	318	85	3.7
NE	Elem	101912232	ROSS EL	581	48	12.1
NE	Elem	101912236	SANDERSON EL	467	42	11.1
NE	Elem	101912238	SCOTT EL	469	68	6.9
NE	Elem	101912242	SMITH EL	854	49	17.4
NE	Elem	101912261	CHATHAM EL	317	37	8.6
NE	Elem	101912266	E O SMITH EL	256	140	1.8
NE	Elem	101912269	SCROGGINS EL	626	81	7.7
NE	Elem	101912270	CONCORD EL	367	43	8.5
NE	Elem	101912298	MARTINEZ R EL	942	58	16.2
NE	HS	101912007	KASHMERE H S	1015	241	4.2
NE	HS	101912018	WHEATLEY H S	989	176	5.6
NE	Middle	101912062	MCREYNOLDS MIDDLE	865	124	7.0
NE	Middle	101912078	FLEMING MIDDLE	814	91	8.9
NE	Middle	101912079	KEY MIDDLE	1004	156	6.4

NW	Elem	101912103	ALLEN EL	392	42	9.3
NW	Elem	101912115	DURHAM EL	399	32	12.5
NW	Elem	101912157	GARDEN OAKS EL	576	48	12.0
NW	Elem	101912176	HOHL EL	576	54	10.7
NW	Elem	101912177	HOLDEN EL	456	38	12.0
NW	Elem	101912188	KENNEDY EL	522	71	7.4
NW	Elem	101912211	OAK FOREST EL	741	69	10.7
NW	Elem	101912241	SINCLAIR EL	508	64	7.9
NW	Elem	101912245	STEVENS EL	855	47	18.2
NW	Elem	101912252	WAINWRIGHT EL	648	49	13.2
NW	Elem	101912268	BENBROOK EL	542	48	11.3
NW	HS	101912015	WALTRIP H S	1311	308	4.3
NW	HS	101912016	WASHINGTON B T H S	1520	370	4.1
NW	HS	101912024	SCARBOROUGH H S	1054	146	7.2
NW	Middle	101912042	BLACK MIDDLE	994	288	3.5
NW	Middle	101912048	CLIFTON MIDDLE	1151	195	5.9
S	Elem	101912104	ALMEDA EL	504	41	12.3
S	Elem	101912108	BASTIAN EL	496	57	8.7
S	Elem	101912123	CODWELL EL	606	42	14.4
S	Elem	101912127	CARNEGIE EL	390	44	8.9
S	Elem	101912150	FAIRCHILD EL	469	51	9.2
S	Elem	101912156	FROST EL	725	57	12.7
S	Elem	101912164	GRIMES EL	480	30	16.0
S	Elem	101912175	HOBBY EL	879	57	15.4
S	Elem	101912203	MADING EL	702	52	13.5
S	Elem	101912207	MONTGOMERY EL	813	51	15.9
S	Elem	101912225	REYNOLDS EL	578	61	9.5
S	Elem	101912226	RHOADS EL	517	35	14.8
S	Elem	101912247	SUNNY SIDE EL	429	68	6.3
S	Elem	101912260	WINDSOR VILLAGE EL	771	59	13.1
S	Elem	101912262	GRISSOM EL	871	63	13.8
S	Elem	101912263	LAW EL	455	64	7.1
S	Elem	101912264	MITCHELL EL	613	45	13.6
S	Elem	101912265	PETERSEN EL	535	80	6.7
S	HS	101912010	MADISON H S	1581	255	6.2
S	HS	101912014	STERLING H S	1413	195	7.2
S	HS	101912019	WORTHING H S	1338	194	6.9
S	Middle	101912041	ATTUCKS MIDDLE	985	191	5.2
S	Middle	101912074	WOODSON MIDDLE	578	76	7.6
S	Middle	101912075	DOWLING MIDDLE	1215	173	7.0

S	Middle	101912077	THOMAS MIDDLE	801	137	5.8
SC	Elem	101912102	ALCOTT EL	799	39	20.5
SC	Elem	101912110	BLACKSHEAR EL	578	61	9.5
SC	Elem	101912119	BROOKLINE EL	1304	34	38.4
SC	Elem	101912133	CORNELIUS EL	1029	98	10.5
SC	Elem	101912139	DODSON EL	776	45	17.2
SC	Elem	101912141	DOUGLASS EL	485	29	16.7
SC	Elem	101912154	FOSTER EL	664	80	8.3
SC	Elem	101912158	GARDEN VILLAS EL	773	36	21.5
SC	Elem	101912159	GOLFCREST EL	846	67	12.6
SC	Elem	101912162	GREGG EL	509	29	17.6
SC	Elem	101912168	HARTSFIELD EL	438	40	11.0
SC	Elem	101912187	KELSO EL	590	42	14.0
SC	Elem	101912195	LOCKHART EL	582	110	5.3
SC	Elem	101912217	PECK EL	446	59	7.6
SC	Elem	101912243	THOMPSON EL	557	59	9.4
SC	Elem	101912250	TURNER EL	667	49	13.6
SC	Elem	101912251	TWAIN EL	459	35	13.1
SC	Elem	101912257	WHIDBY EL	650	53	12.3
SC	Elem	101912272	MACARTHUR EL	448	45	10.0
SC	HS	101912006	JONES H S	1403	210	6.7
SC	Middle	101912044	CULLEN MIDDLE	789	153	5.2
SC	Middle	101912051	HARTMAN MIDDLE	1496	222	6.7
SC	Middle	101912066	RYAN MIDDLE	922	94	9.8
SE	Elem	101912112	BONNER EL	834	59	14.1
SE	Elem	101912166	HARRIS J R EL	711	42	16.9
SE	Elem	101912194	LEWIS EL	982	86	11.4
SE	Elem	101912214	PARK PLACE EL	648	67	9.7
SE	Elem	101912216	PATTERSON EL	701	57	12.3
SE	Elem	101912233	RUCKER EL	641	52	12.3
SE	Elem	101912244	SOUTHMAYD EL	782	77	10.2
SE	Elem	101912281	SANCHEZ EL	1106	54	20.5
SE	Elem	101912290	CRESPO EL	762	51	14.9
SE	Elem	101912297	DAVILA EL	716	46	15.6
SE	HS	101912011	MILBY H S	3499	390	9.0
SE	Middle	101912045	DEADY MIDDLE	1769	283	6.3
SE	Middle	101912098	STEVENSON MIDDLE	1376	122	11.3
SW	Elem	101912105	ANDERSON EL	1362	44	31.0
SW	Elem	101912114	BRAEBURN EL	1171	79	14.8
SW	Elem	101912130	CONDIT EL	636	46	13.8

SW	Elem	101912136	CUNNINGHAM EL	841	66	12.7
SW	Elem	101912148	ELROD EL	903	96	9.4
SW	Elem	101912151	BELL EL	845	26	32.5
SW	Elem	101912153	FONDREN EL	444	39	11.4
SW	Elem	101912160	GORDON EL	484	89	5.4
SW	Elem	101912163	SUGAR GROVE EL	255	52	4.9
SW	Elem	101912173	HEROD EL	736	71	10.4
SW	Elem	101912178	HORN EL	521	53	9.8
SW	Elem	101912189	KOLTER EL	505	42	12.0
SW	Elem	101912196	LONGFELLOW EL	639	58	11.0
SW	Elem	101912199	LOVETT EL	664	42	15.8
SW	Elem	101912215	PARKER EL	818	44	18.6
SW	Elem	101912224	RED EL	629	41	15.3
SW	Elem	101912239	SHEARN EL	461	41	11.2
SW	Elem	101912248	SUTTON EL	1276	94	13.6
SW	Elem	101912271	FOERSTER EL	797	55	14.5
SW	Elem	101912295	BENAVIDEZ EL	1068	98	10.9
SW	Elem	101912299	A A MILNE EL	45	49	0.9
SW	HS	101912002	BELLAIRE H S	2880	400	7.2
SW	HS	101912017	WESTBURY H S	2346	327	7.2
SW	Middle	101912055	JOHNSTON MIDDLE	1499	190	7.9
SW	Middle	101912056	WELCH MIDDLE	1750	192	9.1
SW	Middle	101912059	LONG MIDDLE	1513	271	5.6
SW	Middle	101912064	PERSHING MIDDLE	1564	183	8.5
SW	Middle	101912072	FONDREN MIDDLE	1285	242	5.3
W	Elem	101912111	BONHAM EL	1155	83	13.9
W	Elem	101912116	BRIARGROVE EL	769	81	9.5
W	Elem	101912149	EMERSON EL	732	31	23.6
W	Elem	101912209	NEFF EL	859	41	21.0
W	Elem	101912218	PILGRIM EL	719	55	13.1
W	Elem	101912219	PINEY POINT EL	887	71	12.5
W	Elem	101912227	MCNAMARA EL	823	35	23.5
W	Elem	101912253	WALNUT BEND EL	719	55	13.1
W	Elem	101912267	WHITE EL	777	39	19.9
W	Elem	101912273	ASHFORD EL	711	42	16.9
W	Elem	101912274	ASKEW EL	701	113	6.2
W	Elem	101912275	BARBARA BUSH EL	685	36	19.0
W	HS	101912009	LEE H S	2541	414	6.1
W	HS	101912023	SHARPSTOWN H S	1799	103	17.5
W	Middle	101912060	REVERE MIDDLE	1152	106	10.9

W	Middle	101912068	GRADY MIDDLE	584	75	7.8
W	Middle	101912081	SHARPSTOWN MIDDLE	1295	166	7.8
Alt	Alternative	101912021	FLORENCE CRITTENTON CTR	81	23	3.5
Alt	Alternative	101912022	FOLEY'S ACAD	125	40	3.1
Alt	Alternative	101912025	PERFOR & VIS ARTS H S	703	90	7.8
Alt	Alternative	101912026	HEALTH PROFESSIONS H S	692	159	4.4
Alt	Alternative	101912029	CONTEMPORARY LRN CTR H S	659	61	10.8
Alt	Alternative	101912030	KAY ON-GOING ED CTR	193	15	12.9
Alt	Alternative	101912031	HARRIS CO YOUTH VILL	113	51	2.2
Alt	Alternative	101912032	NIGHT H S	125	23	5.4
Alt	Alternative	101912033	BARBARA JORDAN H S	1270	290	4.4
Alt	Alternative	101912034	LAW ENFCMT-CRIM JUST H S	744	210	3.5
Alt	Alternative	101912035	BURNET BAYLAND H S	43	100	0.4
Alt	Alternative	101912038	H P CARTER H S	164	52	3.2
Alt	Alternative	101912039	T H ROGERS SEC	757	176	4.3
Alt	Alternative	101912073	TERRELL ALTER MIDDLE	132	78	1.7
Alt	Alternative	101912084	M C T C	48	8	6.0
Alt	Alternative	101912094	HARPER SCH	98	38	2.6
NI	Elem	101912174	HIGHLAND HTS EL	306	66	4.6
NI	Elem	101912213	OSBORNE EL	502	46	10.9
NI	Elem	101912254	WESLEY EL	1106	89	12.4
NI	Middle	101912082	M C WILLIAMS MIDDLE	838	230	3.6

Source: Fixed Assets Inventory dated 5/31/96, Team analysis

Appendix U

Exhibit U-1
Meals Served per Labor Hour
HISD Elementary Schools

Loc.#	School Name	Meal Equivalents	Total Hours	MPLH
		09/95 - 03/96	09/95 - 03/96	all labor hrs.
101912228	RIVER OAKS EL	35,291	3,705	9.53
101912178	HORN EL	33,243	3,445	9.65
101912217	PECK EL	53,603	5,355	10.01
101912261	CHATHAM EL	41,668	4,125	10.10
101912193	LEE EL	35,581	3,410	10.43
101912273	ASHFORD EL	45,016	4,313	10.44
101912195	LOCKHART EL	68,845	6,237	11.04
101912116	BRIARGROVE EL	37,158	3,313	11.22
101912145	EASTER EL	48,710	4,313	11.30
101912140	DOGAN EL	58,635	5,188	11.30
101912275	BARBARA BUSH EL	46,605	4,063	11.47
101912110	BLACKSHEAR EL	70,888	6,111	11.60
101912141	DOUGLASS EL	68,873	5,922	11.63
101912223	PUGH EL	48,287	4,128	11.70
101912270	CONCORD EL	47,571	4,063	11.71
101912272	MACARTHUR EL	63,444	5,355	11.85
101912197	LOOSCAN EL	59,521	5,022	11.85
101912274	ASKEW EL	61,260	5,125	11.95
101912183	JONES ANSON EL	59,910	4,938	12.13
101912170	HELMS EL	54,041	4,438	12.18
101912222	PORT HOUSTON EL	50,242	4,063	12.37
101912172	HENDERSON N EL	73,095	5,859	12.48
101912263	LAW EL	54,776	4,347	12.60
101912129	CLINTON PARK EL	34,175	2,688	12.72
101912257	WHIDBY EL	78,734	6,174	12.75
101912179	HOUSTON GARDENS EL	55,210	4,313	12.80
101912180	ISAACS EL	76,724	5,985	12.82
101912121	BRUCE EL	79,211	6,175	12.83

101912190 LAMAR EL	56,055	4,355	12.87
101912135 CROCKETT EL	57,725	4,438	13.01
101912225 REYNOLDS EL	68,252	5,229	13.05
101912291 GALLEGOS EL	103,894	7,938	13.09
101912244 SOUTHMAYD EL	98,655	7,493	13.17
101912118 BROCK EL	46,455	3,528	13.17
101912169 HARVARD EL	79,918	6,063	13.18
101912236 SANDERSON EL	68,695	5,188	13.24
101912247 SUNNY SIDE EL	57,830	4,347	13.30
101912173 HEROD EL	57,602	4,313	13.36
101912134 CRAWFORD EL	56,380	4,188	13.46
101912251 TWAIN EL	43,653	3,239	13.48
101912297 DAVILA EL	132,527	9,779	13.55
101912168 HARTSFIELD EL	61,365	4,509	13.61
101912205 MILAM EL	68,060	5,000	
101912246 STEVENSON EL	69,470	5,103	13.61
101912255 WEST UNIVERSITY EL	43,462	3,188	13.64
101912240 SHERMAN EL	106,652	7,808	13.66
101912258 WHITTIER EL	69,363	5,063	13.70
101912152 FIELD EL	73,462	5,355	13.72
101912166 HARRIS J R EL	99,657	7,239	13.77
101912109 BERRY EL	84,690	6,125	13.83
101912213 OSBORNE EL	70,210	5,040	13.93
101912158 GARDEN VILLAS EL	74,078	5,313	13.94
101912189 KOLTER EL	31,816	2,268	14.03
101912139 DODSON EL	87,861	6,237	14.09
101912106 ATHERTON EL	71,387	5,063	14.10
101912204 MEMORIAL EL	62,655	4,438	14.12
101912259 WILSON EL	57,850	4,095	14.13
101912229 ROBERTS EL	43,696	3,087	14.15
101912253 WALNUT BEND EL	76,348	5,376	14.20
101912269 SCROGGINS EL	85,812	6,033	14.22
101912241 SINCLAIR EL	46,161	3,238	14.26
101912150 FAIRCHILD EL	74,668	5,229	14.28
101912202 MCDADE EL	97,490	6,813	14.31

101912231 ROOSEVELT EL	60,346	4,188	14.41
101912238 SCOTT EL	74,844	5,188	14.43
101912185 KASHMERE GARDENS EL	73,388	5,063	14.50
101912199 LOVETT EL	41,209	2,835	14.54
101912162 GREGG EL	74,046	5,063	14.63
101912176 HOHL EL	74,777	5,103	14.65
101912262 GRISSOM EL	128,647	8,757	14.69
101912198 LOVE EL	60,658	4,125	14.70
101912201 MACGREGOR EL	61,873	4,188	14.78
101912155 FRANKLIN EL	113,595	7,688	14.78
101912256 WHARTON EL	60,126	4,063	14.80
101912115 DURHAM EL	49,369	3,301	14.95
101912232 ROSS EL	73,928	4,938	14.97
101912137 DECHAUMES EL	63,762	4,250	15.00
101912215 PARKER EL	63,972	4,250	15.05
101912108 BASTIAN EL	77,123	5,103	15.11
101912132 COOP EL	103,954	6,875	15.12
101912226 RHOADS EL	63,844	4,221	15.13
101912130 CONDIT EL	52,220	3,445	15.16
101912264 MITCHELL EL	78,427	5,166	15.18
101912127 CARNEGIE EL	63,288	4,158	15.22
101912239 SHEARN EL	76,317	5,000	15.26
101912154 FOSTER EL	92,355	6,048	15.27
101912235 RYAN EL	64,069	4,188	15.30
101912133 CORNELIUS EL	108,086	7,063	15.30
101912250 TURNER EL	80,122	5,229	15.32
101912177 HOLDEN EL	64,738	4,221	15.34
101912224 RED EL	66,780	4,347	15.36
101912117 BRISCOE EL	90,602	5,890	15.38
101912216 PATTERSON EL	80,505	5,229	15.40
101912182 JEFFERSON EL	96,303	6,237	15.44
101912290 CRESPO EL	109,837	7,112	15.44
101912123 CODWELL EL	83,409	5,398	15.45
101912156 FROST EL	93,508	6,048	15.46
101912120 BROWNING EL	83,497	5,398	15.47

101912164 GRIMES EL	65,785	4,221	15.59
101912147 ELIOT EL	115,329	7,371	15.65
101912260 WINDSOR VILLAGE EL	85,647	5,461	15.68
101912211 OAK FOREST EL	65,161	4,154	15.69
101912194 LEWIS EL	122,750	7,813	15.71
101912212 OATES EL	93,375	5,938	15.73
101912233 RUCKER EL	81,603	5,166	15.80
101912104 ALMEDA EL	69,238	4,382	15.80
101912221 POE EL	64,211	4,063	15.81
101912265 PETERSEN EL	80,754	5,063	15.95
101912125 BURRUS EL	80,166	5,025	15.95
101912289 MARTINEZ C EL	94,920	5,938	15.99
101912174 HIGHLAND HTS EL	52,857	3,302	16.01
101912203 MADING EL	96,333	5,985	16.10
101912159 GOLFCREST EL	111,834	6,938	16.12
101912286 HERRERA EL	111,182	6,875	16.17
101912192 LANTRIP EL	124,602	7,688	16.21
101912281 SANCHEZ EL	146,408	8,954	16.35
101912124 BURNET EL	130,955	7,938	16.50
101912279 TIJERINA EL	127,058	7,688	16.53
101912227 MCNAMARA EL	113,988	6,875	16.58
101912148 ELROD EL	123,423	7,434	16.60
101912153 FONDREN EL	70,662	4,255	16.61
101912252 WAINWRIGHT EL	71,737	4,318	16.61
101912207 MONTGOMERY EL	105,876	6,350	16.67
101912254 WESLEY EL	144,038	8,573	16.80
101912122 BURBANK EL	119,529	7,063	16.92
101912112 BONNER EL	118,029	6,938	17.01
101912187 KELSO EL	85,807	5,040	17.03
101912298 MARTINEZ R EL	106,705	6,237	17.11
101912184 JONES J WILL EL	76,068	4,438	17.14
101912243 THOMPSON EL	77,786	4,536	17.15
101912175 HOBBY EL	119,139	6,930	17.19
101912218 PILGRIM EL	104,043	6,000	17.34
101912299 A A MILNE EL	112,229	6,438	17.43

101912171 HENDERSON J EL	108,067	6,188	17.47
101912292 CARRILLO EL	122,289	7,000	17.47
101912113 BOWIE EL	60,138	3,438	17.49
101912102 ALCOTT EL	94,447	5,398	17.50
101912144 DURKEE EL	104,040	5,938	17.52
101912138 DEZAVALA EL	104,929	5,938	17.67
101912214 PARK PLACE EL	89,855	5,063	17.75
101912103 ALLEN EL	60,444	3,366	17.96
101912230 WILL ROGERS EL	71,980	4,000	18.00
101912267 WHITE EL	112,180	6,188	18.13
101912188 KENNEDY EL	78,017	4,293	18.17
101912136 CUNNINGHAM EL	110,504	6,000	18.42
101912271 FOERSTER EL	121,379	6,563	18.50
101912249 TRAVIS EL	61,475	3,313	18.56
101912105 ANDERSON EL	185,969	10,000	18.60
101912242 SMITH EL	95,477	5,103	18.71
101912114 BRAEBURN EL	168,614	8,946	18.85
101912295 BENAVIDEZ EL	151,520	7,875	19.24
101912237 SCARBOROUGH EL	105,972	5,483	19.33
101912157 GARDEN OAKS EL	64,729	3,339	19.39
101912234 RUSK EL	61,905	3,188	19.42
101912268 BENBROOK EL	64,966	3,339	19.46
101912163 SUGAR GROVE EL	49,341	2,520	19.58
101912220 PLEASANTVILLE EL	65,992	3,313	19.92
101912149 EMERSON EL	101,157	5,063	19.98
101912128 LYONS EL	103,810	5,188	20.01
101912245 STEVENS EL	103,382	5,166	20.01
101912219 PINEY POINT EL	120,435	5,938	20.28
101912146 EIGHTH AVE EL	48,348	2,375	20.36
101912151 BELL EL	93,888	4,599	20.41
101912119 BROOKLINE EL	175,155	8,563	20.46
101912283 GARCIA EL	105,873	5,125	20.66
101912209 NEFF EL	106,894	5,166	20.69
101912210 NORTHLINE EL	121,882	5,875	20.75
101912196 LONGFELLOW EL	67,893	3,239	20.96

101912181 JANOWSKI EL	127,601	6,000	21.27
101912111 BONHAM EL	151,604	7,000	21.66
101912287 CAGE EL	120,791	5,125	23.57
101912107 BARRICK EL	97,496	4,125	23.64
101912248 SUTTON EL	171,668	7,150	24.01
101912160 GORDON EL	77,909	3,188	24.44
101912167 HARRIS R P EL	145,073	5,313	27.31
Total	14,552,011	924,607	15.74

1 Lunch = a meal equivalent
2 Breakfasts = a meal equivalent
\$2 in a la carte sales = a meal equivalent

Source: Various reports from Food Services Accounting and Administration, HISD

**Exhibit U-2
Meals Served per Labor Hour
HISD Middle Schools**

Loc.#	School Name	Meal Equivalents 09/95 - 03/96	Total Hours 09/95 - 03/96	MPLH all labor hrs.
101912078	FLEMING MIDDLE	51,003	8,065	6.32
101912077	THOMAS MIDDLE	57,453	6,489	8.85
101912044	CULLEN MIDDLE	80,576	8,946	9.01
101912062	MCREYNOLDS MIDDLE	79,748	8,505	9.38
101912052	PATRICK HENRY MIDDLE	74,914	7,735	9.69
101912075	DOWLING MIDDLE	104,688	10,521	9.95
101912051	HARTMAN MIDDLE	94,951	9,313	10.20
101912079	KEY MIDDLE	81,441	7,811	10.43
101912074	WOODSON MIDDLE	60,038	5,750	10.44
101912041	ATTUCKS MIDDLE	89,643	8,505	10.54
101912066	RYAN MIDDLE	80,458	7,560	10.64
101912042	BLACK MIDDLE	93,625	8,631	10.85
101912048	CLIFTON MIDDLE	91,197	8,128	11.22
101912067	SMITH E O MIDDLE	87,735	7,625	11.51

101912056	WELCH MIDDLE	118,694	10,250	11.58
101912057	LANIER MIDDLE	94,491	8,125	11.63
101912060	REVERE MIDDLE	102,067	8,750	11.66
101912050	HOLLAND MIDDLE	85,322	7,250	11.77
101912049	HAMILTON MIDDLE	109,770	9,313	11.79
101912082	M C WILLIAMS MIDDLE	78,796	6,552	12.03
101912054	JACKSON MIDDLE	123,898	10,188	12.16
101912055	JOHNSTON MIDDLE	98,305	8,001	12.29
101912061	MARSHALL MIDDLE	188,639	15,128	12.47
101912053	HOGG MIDDLE	109,397	8,688	12.59
101912045	DEADY MIDDLE	178,759	14,175	12.61
101912043	BURBANK MIDDLE	125,219	9,880	12.67
101912064	PERSHING MIDDLE	118,362	9,165	12.91
101912072	FONDREN MIDDLE	110,064	8,500	12.95
101912081	SHARPSTOWN MIDDLE	124,072	8,563	14.49
101912046	EDISON MIDDLE	129,057	8,750	14.75
101912047	FONVILLE MIDDLE	88,040	5,938	14.83
101912098	STEVENSON MIDDLE	158,760	10,560	15.03
101912068	GRADY MIDDLE	54,884	3,563	15.41
101912059	LONG MIDDLE	169,723	10,647	15.94
	Total	3,493,791	295,566	11.82

1 Lunch = a meal equivalent
2 Breakfasts = a meal equivalent
\$2 in a la carte sales = a meal equivalent

Source: Various reports from Food Services Accounting and Administration, HISD

Exhibit U-3
Meals Served per Labor Hour
HISD High Schools

Loc.#	School Name	Meal Equivalents 09/95 - 03/96	Total Hours 09/95 -- 03/96	MPLH all labor hrs.
101912007	KASHMERE H S	58,793	7,245	8.11
101912014	STERLING H S	86,458	10,500	8.23
101912018	WHEATLEY H S	64,424	7,371	8.74

101912019 WORTHING H S	92,016	10,521	8.75
101912006 JONES H S	59,289	6,769	8.76
101912024 SCARBOROUGH H S	45,973	5,207	8.83
101912016 WASHINGTON B T H S	72,674	8,000	9.08
101912002 BELLAIRE H S	73,940	8,001	9.24
101912015 WALTRIP H S	76,952	8,255	9.32
101912008 LAMAR H S	99,731	10,112	9.86
101912010 MADISON H S	96,950	8,320	11.65
101912023 SHARPSTOWN H S	88,166	7,375	11.95
101912017 WESTBURY H S	120,579	10,080	11.96
101912012 REAGAN H S	113,574	9,486	11.97
101912011 MILBY H S	231,238	18,585	12.44
101912001 AUSTIN H S	215,827	16,388	13.17
101912004 FURR H S	55,160	3,875	14.23
101912005 SAM HOUSTON H S	140,206	9,813	14.29
101912009 LEE H S	153,674	10,563	14.55
101912020 YATES H S	116,110	7,865	14.76
Totals	2,061,733	184,330	11.19

1 Lunch = a meal equivalent
2 Breakfasts = a meal equivalent
\$2 in a la carte sales = a meal equivalent

Source: Various reports from Food Services Accounting and Administration, HISD

Exhibit U-4
Participation Rates for Free and Reduced-Price Lunches
HISD Elementary Schools

<u>Elementary Schools</u>	Participation Rates	
	<u>Free Lunches</u>	<u>Reduced-Price Lunches</u>
SMITH EL	65.70%	64.01%
BRIARGROVE EL	67.97%	53.77%

ASHFORD EL	68.18%	58.79%
GARDEN VILLAS EL	68.44%	59.41%
EASTER EL	68.97%	100.57%
BELL EL	69.57%	64.83%
SUGAR GROVE EL	70.88%	33.37%
OAK FOREST EL	71.40%	63.19%
LONGFELLOW EL	71.42%	58.22%
PATTERSON EL	72.37%	60.41%
DECHAUMES EL	72.74%	75.49%
DOGAN EL	72.81%	44.00%
TURNER EL	73.02%	71.23%
ANDERSON EL	73.10%	46.60%
GREGG EL	73.12%	70.86%
BOWIE EL	73.14%	54.64%
ROBERTS EL	73.90%	69.49%
LOVETT EL	74.03%	67.83%
SUNNY SIDE EL	74.35%	64.68%
SHEARN EL	74.37%	68.83%
BENBROOK EL	74.42%	61.13%
SUTTON EL	74.65%	70.21%
STEVENS EL	74.79%	70.05%
BARBARA BUSH EL	74.96%	72.49%
WEST UNIVERSITY EL	74.99%	53.97%
ELROD EL	75.35%	59.69%
BONHAM EL	75.41%	50.51%
HOLDEN EL	76.04%	64.82%
RUCKER EL	76.08%	62.47%
CORNELIUS EL	76.22%	64.41%
BENAVIDEZ EL	76.49%	41.41%
PUGH EL	76.52%	73.23%
HOBBY EL	76.94%	62.46%
SCARBOROUGH EL	77.17%	66.70%
MADING EL	77.26%	75.52%
KENNEDY EL	77.38%	75.53%
HOUSTON GARDENS EL	77.82%	63.00%

ELIOT EL	77.83%	70.98%
DURHAM EL	78.00%	65.54%
CLINTON PARK EL	78.11%	73.49%
WAINWRIGHT EL	78.19%	67.99%
HOHL EL	78.38%	49.11%
GOLFCREST EL	78.43%	60.26%
BROOKLINE EL	78.51%	73.77%
BRUCE EL	78.57%	27.25%
OATES EL	78.63%	64.33%
ALMEDA EL	78.81%	75.87%
MITCHELL EL	78.91%	71.78%
HARRIS R P EL	78.91%	47.96%
CUNNINGHAM EL	79.03%	33.76%
SOUTHMAYD EL	79.31%	71.73%
SANDERSON EL	79.60%	67.81%
DOUGLASS EL	79.71%	63.56%
LOCKHART EL	79.88%	63.17%
A A MILNE EL	79.93%	62.95%
ALCOTT EL	80.07%	44.58%
DEZAVALA EL	80.30%	65.59%
KASHMERE GARDENS EL	80.31%	55.58%
GARCIA EL	80.39%	68.00%
LEWIS EL	80.48%	54.82%
OSBORNE EL	80.61%	69.86%
MCDADE EL	80.69%	65.65%
WILL ROGERS EL	80.90%	45.07%
HENDERSON N EL	80.95%	89.68%
CHATHAM EL	81.01%	57.73%
MARTINEZ C EL	81.08%	69.70%
WHIDBY EL	81.13%	73.71%
MONTGOMERY EL	81.15%	54.50%
BURNET EL	81.21%	77.09%
FIELD EL	81.30%	79.79%
SCROGGINS EL	81.38%	71.47%
GARDEN OAKS EL	81.42%	74.96%

PECK EL	81.77%	50.18%
ROSS EL	81.80%	54.54%
COOP EL	81.84%	66.15%
MCNAMARA EL	81.91%	69.69%
PARKER EL	82.00%	79.42%
PLEASANTVILLE EL	82.14%	56.72%
HIGHLAND HTS EL	82.26%	65.18%
WILSON EL	82.46%	71.10%
WHITTIER EL	82.53%	78.20%
WESLEY EL	82.77%	75.26%
BRISCOE EL	82.92%	72.03%
ISAACS EL	82.94%	72.10%
DODSON EL	82.97%	59.60%
BROWNING EL	83.19%	71.61%
EMERSON EL	83.73%	66.31%
SANCHEZ EL	83.78%	73.12%
GRIMES EL	83.78%	56.81%
LOVE EL	83.87%	80.53%
WALNUT BEND EL	83.88%	49.53%
NEFF EL	83.92%	74.62%
FONDREN EL	83.98%	78.17%
BARRICK EL	84.06%	82.22%
PORT HOUSTON EL	84.19%	93.43%
FRANKLIN EL	84.25%	66.73%
CRESPO EL	84.36%	74.00%
ALLEN EL	84.47%	65.13%
PILGRIM EL	84.53%	76.02%
WHITE EL	84.65%	62.85%
POE EL	84.70%	82.16%
SINCLAIR EL	84.73%	57.70%
KELSO EL	84.76%	78.94%
BERRY EL	84.82%	53.10%
HORN EL	84.99%	59.35%
NORTHLINE EL	85.00%	70.26%
KOLTER EL	85.16%	78.95%

HARVARD EL	85.18%	62.36%
GRISSOM EL	85.19%	58.56%
SCOTT EL	85.28%	91.05%
PINEY POINT EL	85.34%	72.05%
BURBANK EL	85.35%	62.41%
HARTSFIELD EL	85.36%	75.78%
TRAVIS EL	85.39%	77.37%
TIJERINA EL	85.43%	65.13%
PARK PLACE EL	85.70%	70.31%
THOMPSON EL	85.72%	64.29%
LAMAR EL	85.93%	74.46%
WINDSOR VILLAGE EL	85.98%	74.74%
TWAIN EL	86.16%	48.84%
ATHERTON EL	86.28%	55.51%
JEFFERSON EL	86.52%	39.59%
RHOADS EL	86.63%	59.45%
EIGHTH AVE EL	86.96%	98.73%
CARNEGIE EL	86.99%	92.30%
JANOWSKI EL	87.28%	91.12%
MACARTHUR EL	87.29%	87.60%
CARRILLO EL	87.34%	83.26%
CROCKETT EL	87.37%	56.00%
BRAEBURN EL	87.53%	85.78%
LEE EL	87.65%	69.79%
HERRERA EL	87.91%	44.51%
MILAM EL	88.00%	64.75%
BONNER EL	88.02%	77.15%
LOOSCAN EL	88.31%	71.33%
JONES ANSON EL	88.41%	86.60%
ROOSEVELT EL	88.43%	72.61%
HELMS EL	88.74%	75.54%
GALLEGOS EL	89.37%	84.23%
DURKEE EL	89.90%	66.40%
CONDIT EL	89.92%	67.46%
RED EL	89.99%	82.76%

CONCORD EL	90.37%	31.76%
HARRIS J R EL	90.40%	66.08%
CODWELL EL	90.44%	66.03%
FROST EL	90.44%	90.28%
JONES J WILL EL	90.45%	78.89%
LYONS EL	90.46%	65.13%
LANTRIP EL	90.51%	74.54%
BROCK EL	90.98%	83.56%
MARTINEZ R EL	91.18%	68.82%
MACGREGOR EL	91.30%	81.57%
HENDERSON J EL	91.43%	84.68%
REYNOLDS EL	91.47%	65.03%
ASKEW EL	91.81%	73.27%
HEROD EL	91.88%	67.89%
STEVENSON EL	91.90%	86.69%
MEMORIAL EL	91.96%	101.27%
RYAN EL	92.08%	53.28%
DAVILA EL	92.42%	76.88%
BLACKSHEAR EL	92.51%	81.16%
CAGE EL	93.19%	68.20%
GORDON EL	93.69%	72.00%
RIVER OAKS EL	93.69%	53.60%
CRAWFORD EL	93.98%	45.60%
BASTIAN EL	94.06%	128.34%
SHERMAN EL	94.29%	76.90%
BURRUS EL	94.44%	87.56%
FOERSTER EL	94.81%	78.97%
PETERSEN EL	94.84%	45.83%
WHARTON EL	96.96%	71.93%
FOSTER EL	100.23%	68.18%
FAIRCHILD EL	104.96%	89.73%
LAW EL	107.25%	54.33%
RUSK EL	110.54%	124.53%

Source: Various reports from Food Service Accounting and Administration, HISD

Exhibit U-5
Participation Rates for Free and Reduced-Price Lunches
HISD Middle Schools

<u>Middle Schools</u>	Participation Rates	
	<u>Free Lunches</u>	<u>Reduced-Price Lunches</u>
FLEMING MIDDLE	23.08%	19.85%
HARTMAN MIDDLE	28.70%	22.85%
PATRICK HENRY MIDDLE	31.06%	37.76%
THOMAS MIDDLE	31.25%	17.61%
WELCH MIDDLE	37.33%	25.36%
ATTUCKS MIDDLE	39.10%	26.80%
HOLLAND MIDDLE	39.57%	28.05%
PERSHING MIDDLE	44.62%	6.26%
KEY MIDDLE	47.46%	26.90%
CULLEN MIDDLE	48.73%	27.45%
M C WILLIAMS MIDDLE	48.83%	31.86%
WOODSON MIDDLE	49.44%	22.34%
RYAN MIDDLE	49.73%	36.24%
BLACK MIDDLE	51.32%	44.22%
BURBANK MIDDLE	52.13%	33.39%
FONVILLE MIDDLE	53.16%	40.71%
JOHNSTON MIDDLE	53.23%	27.63%
SHARPSTOWN MIDDLE	54.92%	30.64%
HAMILTON MIDDLE	55.41%	38.02%
REVERE MIDDLE	56.85%	47.13%
STEVENSON MIDDLE	58.25%	48.53%
MCREYNOLDS MIDDLE	58.32%	43.74%
JACKSON MIDDLE	58.90%	35.20%
LONG MIDDLE	59.29%	32.79%
FONDREN MIDDLE	60.06%	26.84%
CLIFTON MIDDLE	60.55%	40.81%
DOWLING MIDDLE	60.58%	32.52%
HOGG MIDDLE	62.34%	37.07%
GRADY MIDDLE	64.41%	47.33%

LANIER MIDDLE	65.06%	42.22%
EDISON MIDDLE	65.20%	47.88%
DEADY MIDDLE	72.15%	50.34%
MARSHALL MIDDLE	102.76%	69.35%
SMITH E O MIDDLE	108.93%	30.06%

Source: Various reports from Food Service Accounting and Administration, HISD

Exhibit U-6

Participation Rates for Free and Reduced-Price Lunches HISD High Schools

<u>High Schools</u>	Participation Rates	
	<u>Free Lunches</u>	<u>Reduced-Price Lunches</u>
LAMAR H S	14.06%	4.69%
STERLING H S	18.87%	36.71%
WORTHING H S	20.16%	44.09%
WASHINGTON B T H S	23.36%	25.01%
JONES H S	26.20%	13.50%
SAM HOUSTON H S	30.26%	29.79%
KASHMERE H S	30.37%	18.08%
WHEATLEY H S	33.26%	38.29%
FURR H S	33.28%	38.76%
YATES H S	34.04%	24.62%
SCARBOROUGH H S	35.43%	37.45%
REAGAN H S	36.64%	21.20%
SHARPSTOWN H S	37.03%	43.88%
MILBY H S	39.49%	22.42%
WALTRIP H S	39.83%	36.89%
WESTBURY H S	40.62%	32.97%
LEE H S	42.14%	26.27%
MADISON H S	42.35%	48.35%
AUSTIN H S	44.16%	49.07%
BELLAIRE H S	45.77%	39.85%

Source: Various reports from Food Service Accounting and Administration, HISD

**Exhibit U-7
Participation Rates for Free and Reduced-Price Lunches
HISD Alternative and Other Schools**

	Participation Rates	
	Free	Reduced-Price
<u>Alternative Schools</u>	<u>Lunches</u>	<u>Lunches</u>
BARBARA JORDAN H S	28.40%	24.92%
CONTEMPORARY LRN CTR H S	34.61%	54.04%
HEALTH PROFESSIONS H S	40.46%	36.49%
KAY ON-GOING ED CTR	41.13%	23.12%
HARPER SCH	44.84%	50.26%
LAW ENFCMT-CRIM JUST H S	53.57%	39.46%
TERRELL ALTER MIDDLE	59.57%	45.87%
PERFOR & VIS ARTS H S	105.37%	36.58%
T H ROGERS SEC	155.63%	158.26%

	Participation Rates	
	Free	Reduced-Price
<u>Other Schools</u>	<u>Lunches</u>	<u>Lunches</u>
SHADOWBRIAR MIDDLE	97.12%	72.76%
GREGORY-LINCOLN ED CTR	165.62%	130.22%
RICE SCH	195.88%	174.66%

Source: Various reports from Food Service Accounting and Administration, HISD

**Exhibit U-8
Summary of Survey Results - Food Service**

Comment	Community District Meetings	Focus Group Meetings	Individual Interviews
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Need more nutritious meals.	10	9	1
Need better quality control. (This includes bugs in the food and cafeteria workers needing to wear gloves.)	8	6	
Need less processed food, more natural food (better quality).	6	2	1
Need to proportion food better - large portions for older children and adults - smaller portions for younger children to prevent wasted food. Try to eliminate the waste of the food by the children.	5	3	4
Need a friendlier, better trained food service staff. Communication is a problem between supervisors and the principal.	5	1	1
Involve students and parents in designing school menus. i.e. take surveys to assist in menu planning.	5	2	
Privatize food services functions.	3	3	1
Need more food lines in school.	3	1	
Need improvement in free lunch program. Students that receive free lunches are spending cash to buy snacks.	3	1	3
Need larger cafeterias to prevent lunch from being served from 9:30 to 1:30 and children only get a small amount of time to eat. Poor ventilation in cafeterias and no garbage disposals at many schools.	2	8	1
Need more substitute food service workers.	2	1	
Increase salaries for food service workers.	2		

Source: Comptroller of Public Accounts