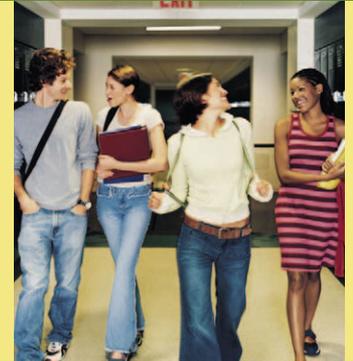


# Clint Independent School District



LEGISLATIVE BUDGET BOARD

MAY 2005





## LEGISLATIVE BUDGET BOARD

Robert E. Johnson Bldg.  
1501 N. Congress Ave. - 5th Floor  
Austin, TX 78701

512/463-1200  
Fax: 512/475-2902  
<http://www.lbb.state.tx.us>

June 10, 2005

Mr. Ricardo Estrada  
Superintendent, Clint Independent School District

Dear Mr. Estrada:

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

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

The staff of the Legislative Budget Board appreciates the cooperation and assistance that your staff and McConnell, Jones Lanier & Murphy LLP, with assistance from EGS Research & Consulting, James Gary Eakes, and Wilbur Smith Associates, provided during the preparation of this report.

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

Respectfully submitted,

A handwritten signature in black ink, appearing to read "John O'Brien", written over the typed name.

John O'Brien  
Deputy Director  
Legislative Budget Board

cc: James R. Pendell  
Janice Armstrong  
Paul T. James  
Mary Macias  
Fred Martinez  
Robert Lara  
Alfred P. Gonzalez



# **TABLE OF CONTENTS**

<b>EXECUTIVE SUMMARY .....</b>	<b><i>i</i></b>
<b>EDUCATIONAL SERVICE DELIVERY.....</b>	<b><i>1</i></b>
<b>DISTRICT MANAGEMENT.....</b>	<b><i>33</i></b>
<b>PERSONNEL MANAGEMENT.....</b>	<b><i>49</i></b>
<b>FACILITIES CONSTRUCTION, USE, AND MANAGEMENT.....</b>	<b><i>65</i></b>
<b>ASSET AND RISK MANAGEMENT .....</b>	<b><i>85</i></b>
<b>FINANCIAL MANAGEMENT .....</b>	<b><i>99</i></b>
<b>PURCHASING.....</b>	<b><i>117</i></b>
<b>FOOD SERVICE .....</b>	<b><i>125</i></b>
<b>TRANSPORTATION .....</b>	<b><i>137</i></b>
<b>COMPUTERS AND TECHNOLOGY.....</b>	<b><i>147</i></b>
<b>SAFETY AND SECURITY.....</b>	<b><i>155</i></b>
<b>APPENDICES .....</b>	<b><i>161</i></b>



## **EXECUTIVE SUMMARY**

### **CLINT INDEPENDENT SCHOOL DISTRICT MANAGEMENT AND PERFORMANCE REVIEW**

Clint Independent School District's (CISD's) school review report noted 30 commendable practices and made 80 recommendations for improvement. The following is a summary of the significant accomplishments and findings that resulted from the review. A copy of the full report can be found at [www.lbb.state.tx.us](http://www.lbb.state.tx.us).

#### **SIGNIFICANT ACCOMPLISHMENTS**

- CISD rebuilt its declining General Fund balance through a combination of initiatives promoting fiscal responsibility. After steadily declining from fiscal years 1997 through 2001, CISD's fund balance increased by 6 percent, 97 percent, and 118 percent during fiscal years 2002 through 2004, respectively.
- The Food Service Department implemented a community volunteer program in which volunteers can work for the department for up to 180 hours of unpaid time. In return, the district provides volunteers with hands-on training in food service operations.
- CISD uses instructional media, videoconferencing, and video streaming to enhance student learning experiences, maximize professional development, and provide access to board meetings for community members who otherwise have no access.
- CISD reduces the cost of custodial supplies by using an apportionment system that controls the disbursement of cleaning supplies with greater economy and control.
- CISD has opened its three high school libraries to the community.
- CISD offers a challenging course of study in the field of information technology, where students have built more than 200 desktop computers that are approximately five to ten times less expensive than those purchased from major manufacturers.

#### **SIGNIFICANT FINDINGS**

- CISD does not have a formal comprehensive strategic plan that links its goals and objectives to the budget. The district instead uses its district improvement plan (DIP) as a substitute for a comprehensive strategic plan.
- While CISD developed an evaluation form in January 2005, it does not have a formal process for evaluating academic programs on a regular

basis and has not assigned the responsibility for evaluation to any of its departments or staff.

- CISD does not have a curriculum management system for monitoring, reviewing, and updating its scope and sequence guides; consequently, the district does not enforce the use of guides and continues to lack guides for all grade levels and subject areas.
- The Clint ISD community is not proportionally represented on the CISD Board of Trustees; all board members live in the same sector of the community of Clint.
- CISD does not incorporate the use of standard resource allocations in its budget process. As a result, CISD does not allocate financial resources equitably among its campuses, engendering negative attitudes and perceptions that divide the three communities (Clint, Horizon, and East Montana) and make some community members feel neglected and alienated.
- CISD does not prepare cash flow projections. CISD evaluates cash needs on a daily basis and transfers funds from the investment account as needed to cover checks written on other accounts.
- The district does not have a comprehensive long-range facility master plan that includes all of the elements required in a comprehensive plan for a fast growth district such as CISD. Current planning processes produce inadequate results and short-term, reactive solutions.
- The district has not developed a method to accurately and reliably project student enrollment. Attendance zones are not accurately analyzed, and population forecasts as well as demographic analysis are outdated. This results in a range of school utilization rates from a low of 43 percent at Clint Junior High School to a high of 88 percent at Horizon Junior/Senior High School.
- CISD does not effectively conduct joint planning activities with the communities where its schools are located and does not have formal criteria for school site selection; consequently, the district has had to undertake costly infrastructure projects that are usually funded by other governmental entities in most other school districts.

- CISD’s staffing formulas used for non-instructional positions are not aligned with the Southern Association of Colleges and Schools (SACS) industry standards, resulting in the district being overstaffed by seven support staff clerk positions and a 0.5 assistant principal position.
- CISD does not have a formal contract management process with written policies and procedures for centralized monitoring of contracts and vendor performance to ensure consistency and timeliness of contract monitoring and performance status.
- While the CISD Food Service Department turned a 2001–02 deficit budget into a positive fund balance in 2003–04, the department still lacks adequate financial reporting tools, which results in the inability to monitor performance, make effective decisions, and inform school food service specialists and staff of problems, trends, and best practices.

### **SIGNIFICANT RECOMMENDATIONS**

- **Recommendation: Create a comprehensive strategic planning process that links the district’s goals and objectives to the budget.** CISD does not have a formal comprehensive strategic plan that links its goals and objectives to the budget. The district instead uses its district improvement plan (DIP) as a substitute for a comprehensive strategic plan. The DIP, however, only focuses on its annual instructional program needs and does not incorporate operational long range planning for areas like transportation, food service, facilities, and asset and risk management. Consequently, a fast growth district such as Clint ISD, which adds approximately 300 students per year, is not positioned to make cost-efficient and effective decisions regarding the district’s instructional and operational needs. The district’s current planning process consists of board members and the superintendent attending a retreat each July where they discuss ideas for goals and objectives for the upcoming school year. The superintendent is then charged with creating strategies to accomplish those goals in the DIP. The newly created DIP, however, is not comprehensive and does not address all of the district’s operations nor does it create strategies for improvement or establish clear linkages between the district’s goals and its spending. Shortsighted planning limits the district’s ability to accomplish goals that may take longer than a year to achieve and hinder its ability to ensure effective implementation of large-scale projects.

For example, Horizon High School was originally planned to be a middle school, but while construction was underway, the district yielded to community pressure to turn the facility into a high school. Incorporating growth projections into the district’s long-range facility plan and including this component as part of the overall strategic plan would have prepared the district to address the long-term concerns of the community by either building two facilities or developing a strategy to address stakeholder concerns. By creating a comprehensive strategic plan, the district can overcome unforeseen events in a timely manner, allocate resources to meet objectives, create accountability standards more effectively, include performance measures for each goal and objective, and allow for stakeholder input in setting priorities or major goals. The plan would serve as a basis for the operations of the district.

- **Recommendation: Develop and implement an evaluation system and calendar ensuring that all programs are evaluated on a regular basis.** CISD does not have a formal process for evaluating academic programs on a regular basis and has not assigned the responsibility for evaluation to any of its departments or staff. Although the district has conducted several program evaluations since 2002, these evaluations were conducted in response to significant problems rather than on a systematic and proactive basis. For example, as a result of the evaluations the district conducted, its standardized assessment instruments and procedures that diagnosticians use in the Special Education Department, changed its dual language Bilingual program to a transitional model and hired a full-time Career and Technology Education (CATE) coordinator to oversee the program, and decentralized its Disciplinary Alternative Education Program (DAEP). Knowing the extent to which a program is meeting its goals will help determine whether or not to continue, modify, or terminate the program. Guidelines and procedures must be developed early in the process to ensure that evaluations cover all programs—federally funded, state funded, and locally funded. By developing a process and procedures for evaluating all programs, the district will be able to assess the success of programs and identify whether or not they are assisting in the improvement of student performance and if they are cost-effective.
- **Recommendation: Develop curriculum guides for all subject areas and grade levels**

**and a curriculum management system for monitoring, reviewing, and updating the guides.** While CISD started developing scope and sequence guides in 2003–04 and implementing them in 2004–05 (along with curriculum-based assessments), the district still lacks a curriculum management system for monitoring and updating the guides. Consequently, CISD has 51 scope and sequence guides for its 253 core courses. Lack of guides may have affected student performance on the Texas Assessment of Knowledge and Skills (TAKS), Scholastic Aptitude Test (SAT), American College Test (ACT), and Advanced Placement (AP) tests, which is below both regional and state averages for all of the tests. The district’s passing rates for TAKS (53 percent passing) are 15 percentage points below the state average (68 percent), and the district’s average SAT score (821) is 168 points below the state average (989).

Scope and sequence documents are work plans that provide direction for the written, taught, and tested curriculum. They contain student learning objectives that are aligned with assessments; identify prerequisite knowledge, scope and sequence, resources, and instructional strategies; and provide an effective tool for monitoring teaching and assessing student learning. In addition, the district’s available scope and sequence guides have not been accepted districtwide and their use varies by subject area across schools and teachers. For example, district instructional coordinators said that the English language arts guides are not used at one campus, and other subject guides vary in usage from 50 percent to 85 percent. By developing scope and sequence documents for all core courses at CISD, the district will provide teachers with the resources needed to properly instruct students.

- **Recommendation: Amend the local board election policy to ensure equity in board representation.** The Clint ISD community is not proportionally represented on the CISD Board of Trustees; all board members live in the same sector of the community (Clint). CISD is comprised of three distinct communities: Clint, East Montana, and Horizon City. One of the negative effects of all board members living in the same community is it strengthens the perception among community members that the board is unduly interested in the welfare of particular schools (Clint) at the expense of the other schools (located in East Montana and Horizon City). In a focus group for principals,

participants said that principals at Clint schools are more likely to be called by board members or receive assistance from them.

Several board members said that the district has outgrown its at-large method for selecting board members and would like to see other areas of the district elect candidates for the board. However, one reason this has not occurred is that voter turnout in both Horizon City and East Montana is extremely low compared to Clint. By amending CISD’s board election policy, the district will provide an opportunity for all sectors of the district to be more equitably represented and will decrease the likelihood that the interests of any single area within the community are unfairly dominating the resources and attention of the district.

- **Recommendation: Use standard resource allocations during the budget development to achieve more equity in the distribution of financial resources to campuses.** CISD does not incorporate the use of standard resource allocations in its budget process. As a result, CISD does not allocate financial resources equitably among its campuses, which engenders negative attitudes and perceptions that divide the three communities and makes some community members feel neglected and alienated. Clint area schools receive significantly more dollars per student (\$5,775) than Horizon (\$4,301) and Montana (\$4,287) area schools, even though student enrollment in the Clint area is declining. However, the school board members who attended the fact verification meeting said that this inequity was the result of Clint area schools losing economies of scale to the larger schools and that the stepped costs of operating a school prevent them from keeping per student costs in exact alignment.

In Fiscal Year 2005, the district used a zero-based budgeting process to help eliminate waste and stabilize the district’s finances. However, most school districts incorporate the use of standard resource allocations based on projected enrollments or historical expenditures to develop a base budget. Spending for new programs and initiatives is then reviewed and prioritized on a case-by-case basis during budget development and added to the base allocation amount. Incorporating the use of standard resource allocations in CISD’s budget process will achieve more equity in the distribution of financial resources to all campuses.

- **Recommendation: Prepare cash flow projections.** CISD does not prepare cash flow

projections. Rather than project cash on a long-term basis, CISD evaluates cash needs on a daily basis and transfers funds from the investment account as needed to cover checks written on other accounts. In July 2003, the district's cash flow management problems caused difficulty for the district in meeting payroll obligations. Cash flow projections could have prevented this situation. Some school districts prepare an annual projection of monthly receipts and disbursements and use historical data to build cash projections for each major bank account. Historical data includes deposits, disbursements, ledger balances, collected balances, and float. Preparing cash flow projections will assist the district in developing and monitoring an effective investment program and ensure the district is able to meet all its financial obligations.

- **Recommendation: Develop a long-range facilities master plan.** The district does not have a comprehensive long-range facility master plan that includes all of the elements required for a fast growth district such as CISD. The current planning processes produce inadequate results and short-term, reactive solutions. Critical data necessary for planning CISD's facilities is unavailable, outdated, incomplete, or not detailed enough to provide a basis for a comprehensive long-range facilities plan. While the district developed a five-year plan to address expansion, renovations, and upgrades, the plan did not use critical assumptions such as attendance boundaries, enrollment projections, program assessments, building capacities, and other planning elements required to create a comprehensive long-term facilities master plan. Consequently, the district has had several construction problems and incurred unnecessary costs due to lack of adequate planning. For example, the district temporarily housed students in several schools due to the delayed construction of Horizon Middle School with students being shuffled between elementary schools to accommodate shifting enrollment demands.

Long-range facility master plans incorporate a policy for long-range planning, use a methodology based on assumptions drawn from enrollment projections, create a timeline for effective site selection and acquisition, document student capacity at existing facilities, consider feasibility of new construction, specify building regulations, identify sources for architectural services, and prepare a capital planning budget. By preparing a long-range

facility plan, CISD can meet its future building challenges in a timely and cost-effective manner and provide for its growing student population.

- **Recommendation: Update and modify enrollment annually.** The district has not developed a method to accurately and reliably project student enrollment and has not regularly updated school capacity data to optimize the use of its facilities. Also, attendance zones are not accurately analyzed, and population forecasts and demographic analyses are outdated. Several schools are severely underutilized, while other schools must constantly shift attendance zones to avoid overcrowding. The district encountered several problems because it did not complete a demographic study to better forecast its enrollment needs. For example, the utilization rate for Clint Junior High School is 43 percent, the lowest in the district. Clint Junior High School is in the town of Clint, a rural area with a farming economy and declining population. Conversely, Horizon High School, which is a combined junior and senior high school, has a utilization rate of 88 percent, the highest in the district. Horizon High School is located in an area that is growing due to availability of desirable land, affordable housing, and real estate development caused by growth in the city of El Paso. By using free demographic studies by other entities such as the Public Policy Research Center at the University of Texas El Paso, the district will not only save costs but will have a more accurate prediction of future enrollment to help plan more efficiently and precisely for new facilities and operational demands.
- **Recommendation: Conduct joint planning activities with the townships of Clint, Horizon City, and East Montana and establish specific criteria for selecting sites for new district schools.** CISD does not effectively conduct joint planning activities with the communities where its schools are located and does not have formal criteria for site selection. Consequently, the district has undertaken costly infrastructure projects, including roads, water and sewer lines, and sewer treatment plants, which are usually funded by governmental entities for most other school districts. The district has recently made efforts to minimize these costs by placing several campuses close to each other in incorporated areas but has still incurred expenses due to needed infrastructure improvements. However, other districts facing similar situations (*colonias* within district boundaries) have opened lines of

communication with surrounding cities regarding shared services and created partnerships to improve coordination of infrastructure. Site selection may also be improved by requiring an independent professional review of the site before the design phase. Conducting joint planning activities through a committee will foster a collaborative spirit and ultimately improve coordination of future infrastructures.

- **Recommendation: Align staffing formulas with Southern Association of Colleges and Schools (SACS) standards and revise board policy to reflect these standards.** CISD's staffing formulas for non-instructional positions are not aligned with Southern Association of Colleges and Schools (SACS) standards. As a result, one half an assistant principal position and seven clerical support staff positions overstaff CISD schools. Many districts use industry standards for staff assignments. Using this method, as student enrollment increases or decreases, personnel are staffed accordingly. SACS developed staffing standards based on research and best practices in effective schools to help districts develop and maintain quality schools. CISD should revise Board Policy EBB-R, which involves staffing unit options for non-instructional staff, to reflect SACS standards. Savings, resulting from the elimination of excessive positions can be directed toward classroom instruction while ensuring adequate staffing occurs districtwide.
- **Recommendation: Establish and implement a formal contract management process.** CISD does not have a formal contract management process with written policies and procedures for centralized monitoring of contracts and vendor performance to ensure consistency and timeliness of contract monitoring and performance status. As a result, the district risks entering into unfavorable contracting arrangements. In a fast-growth district such as CISD, continual growth and changes in district operations could potentially place the district at risk of not receiving appropriate services from vendors, paying more for services than the contracted amount, or operating with expired contracts. The established industry best practices include using a properly completed vendor evaluation form that provides evidence that contract terms are being monitored, appropriate records are maintained, vendor performance is being evaluated, contracts are managed, and contract results are evaluated. A formal contract

management function will allow the district to better monitor, evaluate, and support vendor performance and contract renewals while creating a centralized repository of all contracts and a master contract list.

- **Recommendation: Develop financial reports to enhance financial controls, monitoring of operations, and accountability of Food Service specialists.** While the CISD Food Service Department turned a 2001–02 deficit budget into a positive fund balance in 2003–04, the department still lacks adequate financial reporting tools, which results in the inability to monitor performance, make effective decisions, and inform school Food Service specialists and staff of problems, trends, and best practices. Consequently, the Food Service Department does not prepare monthly financial reports such as budget-to-actual comparisons, balance sheets, profit and loss summaries, cash flow statements by school, and year-to-year comparisons. CISD's external auditors prepare balance sheets annually but not on a monthly basis. According to the *Cost Control Manual for School Food Service Directors*, the most important requirement for cost control management is an accounting system that provides accurate and timely financial information and reports. Preparing financial reports will assist the department in enhancing financial controls, monitoring operations, and providing more staff accountability.

### **GENERAL INFORMATION ABOUT CISD**

- Clint ISD is located in El Paso County, 25 miles east of the City of El Paso. The district is a fast-growth district and draws students from the towns of Clint, Horizon City, and an unincorporated area called East Montana. The district encompasses a broad geographic area (379.9 square miles).
- The district ranks 1,017<sup>th</sup> in property wealth (\$50,383) out of 1,031 districts.
- Student enrollment has increased from 7,000 in 1998–99 to 8,564 in 2003–04 and 9,011 in 2004–05. The district is experiencing an average growth of more than 300 new students per year. Some projections show CISD growing to more than 18,000 students within the next five years, which is double the current enrollment.
- Clint ISD is a majority–minority district (95.5 percent Hispanic) with a large population of economically disadvantaged students (88.2 percent).

- In 2003–04, of the 1,054 full-time equivalent staff, 496 (47 percent) are teachers.
- In 2004, the Texas Education Agency (TEA) rated the district *Academically Acceptable*, three schools as *Recognized* and eight as *Academically Acceptable*.
- Fifty-three percent of CISD students passing TAKS tests taken for 2003–04, scored 15 percentage points below the state average of 68 percent. With the exception of grade 3 reading and grade 4 writing, TAKS performance was below average in all subject areas and grade levels. In reading, students scored 8 to 20 percentage points below the state average. In math, students scored 3 to 17 percentage points below the state average. In science, students scored 16 to 23 percentage points below the state average.
- Dr. Donna Smith served as the district’s superintendent from September 2002 through December 2004. In January 2005, the board unanimously appointed a local administrator, Mr. Ricardo Estrada, as the Clint ISD superintendent.
- Senator Eliot Shapleigh, Senator Frank Madla, and Representative Chente Quintanilla represent CISD.

**SCHOOLS**

- Five elementary schools
- One intermediate school
- Two junior high/middle schools
- Three high schools

**ALTERNATIVE EDUCATION PROGRAMS**

- Discipline Alternative Education Programs (DAEPs) are housed individually in each of the district’s secondary schools.
- CISD has two dropout recovery programs: *Clint Horizon Achieving More Pupil Success* (CHAMPS) at Horizon High School and Huerco Academy at Mountain View High School.

**2003–04 STUDENT DATA**

- 8,564 students enrolled
- 95.5 percent Hispanic

**FISCAL IMPACT**

	2005–06	2006–07	2007–08	2008–09	2009–10	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
Gross Savings	\$611,657	\$728,747	\$898,444	\$864,741	\$907,278	\$4,010,867	\$0
Gross Costs	(\$546,714)	(\$588,529)	(\$642,284)	(\$741,489)	(\$795,319)	(\$3,314,335)	(\$342,122)
<b>Total</b>	\$64,943	\$140,218	\$256,160	\$123,252	\$111,959	\$696,532	(\$342,122)

- 3.9 percent Anglo
- 0.4 percent African American
- 0.4 percent Asian/Pacific Islander
- 0.1 percent Native American
- 88.2 percent economically disadvantaged

**2003–04 FINANCIAL DATA**

- Total budgeted expenditures: \$58.4 million, or \$5,976 per student, compared to the state average of \$6,385.
- Fund balance: 5.6 percent, of 2003–04 total expenditures.
- Total effective tax rate (2003–04): \$1.72 (\$1.50 Maintenance and Operations and \$0.22 Interest and Sinking).

**2003–04 PERCENT SPENT ON INSTRUCTION**

- Out of total budgeted expenditures of \$58.4 million, CISD spent 46.7 percent on instruction, which is below the state average of 50.4 percent. Looking at operating expenditures only (excluding debt service and bond repayment), CISD spent 53.3 percent on instruction, which is below the state average of 56.6 percent.

The following chapters contain a summary of the district’s accomplishments, findings, and numbered recommendations. Detailed explanations for accomplishments and findings/recommendations follow the summary and include fiscal impacts. Each recommendation also lists the page number that corresponds to its detailed explanation.

At the end of the chapters, a page number reference identifies where additional general information for the chapter’s recommendations and associated savings or costs for 2005–06 through 2009–10.

Following the chapters are appendices that contain general information, comments from the community open house meetings, focus group meetings, and the results from the district surveys conducted by the review team.

The following table summarizes the fiscal impact for all 80 recommendations contained in the report.



# Chapter 1

## Educational Service Delivery

Clint Independent School District



# CHAPTER 1

## EDUCATIONAL SERVICE DELIVERY

Clint ISD (CISD) is located in El Paso County 25 miles east of the City of El Paso. The district draws students from the towns of Clint, Horizon City, and an unincorporated area called East Montana. CISD serves 8,564 students in 11 schools. Students are predominantly Hispanic, comprising 95.5 percent of the total student enrollment in 2003–04. More than 65 percent are at-risk, and 46.4 percent are limited English proficient (LEP). The district received an *Academically Acceptable* rating on September 2004 from the Texas Education Agency (TEA). Three schools received a *Recognized* rating, and eight schools received an *Academically Acceptable* rating.

### ACCOMPLISHMENTS

- Using a breakthrough coaching model, CISD principals spend two days a week in classrooms observing instruction and student learning.
- CISD's formal mentoring system supports new teachers and helps them be successful during their first year of teaching.
- CISD implements an effective process for identifying, purchasing, and tracking assistive technology. CISD uses assistive technology as an instructional tool to support students with disabilities in the least restrictive environment.
- CISD developed a guide for parents of special education students to increase their understanding and involvement.
- CISD has opened its three high school libraries to the community.
- CISD's Migrant Education Program collaborates with several universities helping migrant students accrue credit for graduation and achieve success in post-secondary education.

### FINDINGS

- While CISD developed an evaluation form in January 2005, it does not have a formal process for evaluating programs on a regular basis and has not assigned the responsibility for evaluation to any of its departments or staff.
- CISD does not have a curriculum management system for monitoring, reviewing, and updating its scope and sequence guides; consequently, the district does not enforce the use of guides and continues to lack guides for all grade levels and subject areas.
- CISD lacks strategies to encourage teachers to obtain an English as a Second Language (ESL) endorsement. The district has a small number of

certified core content area teachers with an ESL endorsement at the secondary level where the majority of the district's identified ESL students are enrolled.

- CISD does not track the reasons why parents refuse services in the bilingual/ESL program and is not making parents aware of the benefits of the program, resulting in a high percentage of parents refusing to allow their students to participate.
- While the District Improvement Plans (DIPs) for 2002–03 and 2003–04 include several Career and Technology Education (CATE)-related strategies, CISD's middle and high school Campus Improvement Plans (CIPs) do not give equal priority to CATE in their goals or strategies. Consequently, the program has low participation rates, and not all students have access to the program.
- CISD's Instructional Services Department does not coordinate or track its professional development program districtwide.
- CISD delivers a significant percentage of professional development during the school day, thereby taking teachers out of the classroom.
- CISD lacks procedures to ensure compliance with state regulations regarding updating its district and campus improvement plans annually as required under the Texas Education Code (TEC) §11.253 *Campus Planning and Decision Making*.
- CISD does not evaluate its Gifted and Talented (G/T) process to ensure equitable student representation by grade level, ethnic, linguistic, and economic diversity as required by the *Texas State Plan for the Education of Gifted/Talented Students*.
- CISD lacks strategies for increasing student participation in advanced placement courses and improving performance on advanced placement and college admission exams.
- Seven of the 11 CISD libraries are not adequately staffed to facilitate student learning, according to the *School Library Program Standards: Guidelines and Standards*.
- CISD is not equitably distributing its library materials across schools. Six of the district libraries have collections that do not meet the minimum acceptable state standard.

- CISD's process for securing grants is fragmented, leaving staff unaware of grant opportunities and without grant preparation resources.

### **RECOMMENDATIONS**

- **Recommendation 1 (p. 7): Develop and implement an evaluation system and calendar ensuring that all programs are evaluated on a regular basis.** CISD should develop or adopt a process and procedures for evaluating all programs to determine their effectiveness. It should develop a three to five-year calendar showing which programs will be evaluated each year. The district should also designate a department to oversee the development of the evaluation system and calendar and coordinate the evaluations.
- **Recommendation 2 (p. 7): Develop curriculum guides for all subject areas and grade levels and a curriculum management system for monitoring, reviewing, and updating the guides.** CISD started developing scope and sequence guides in the summer of 2004 and implementing them in 2004–05 along with curriculum-based assessments. CISD should ensure principals and teachers use the guides. Implementing the district's programs should be part of principal and teacher evaluations.
- **Recommendation 3 (p. 12): Increase the number of English as a Second Language (ESL) certified teachers by providing financial incentives.** CISD should initiate a financial incentive program to encourage teachers to obtain an ESL endorsement by taking the ESL Texas Examination of Educator Standards (TexES) test.
- **Recommendation 4 (p. 14): Track reasons why students refuse to participate in the bilingual/ESL program, and implement a parent information program about the benefits of the program.** CISD should educate parents of children with limited English proficiency about the bilingual/ESL program and how it can help their children. The district should encourage parents to participate in the information session about the bilingual/ESL program when they register their children for school.
- **Recommendation 5 (p. 15): Incorporate Career and Technology Education (CATE) objectives and strategies in all middle and high school Campus Improvement Plans (CIPs) to ensure students equitable access to all courses.** The district should make CATE a higher priority districtwide by incorporating goals and strategies in middle and high school CIPs. CISD should implement career investigation courses in all middle schools, leading to the development of a four-year career pathway plan for each high school student, and make students and parents aware of program offerings and opportunities for gaining work experience in work areas that are in high demand.
- **Recommendation 6 (p. 17): Coordinate professional development districtwide.** The Department of Instructional Services, in collaboration with all principals, should conduct a districtwide needs assessment of teachers and administrators identifying campus-specific, cross-campus, subject area, and districtwide professional development needs. Instructional Services Department staff, principals, and site-based committees should use these data to develop plans that are coordinated with other schools and districtwide. To coordinate and track all professional development districtwide, CISD should purchase an online staff development registration system that will allow the district to plan its staff development in a more coordinated fashion, track attendance by session and for each teacher and administrator, and evaluate the quality of its staff development.
- **Recommendation 7 (p. 19): Reduce teacher absence from the classroom by offering mini professional development courses.** CISD should change its professional development delivery model that takes teachers out of the classroom for full days to a format of mini, 90-minute, highly targeted and hands-on courses. This format will ensure high teacher participation, reduce the need for substitutes.
- **Recommendation 8 (p. 19): Develop procedures to ensure timely and consistent development of district and campus improvement plans.** The superintendent should establish an annual schedule for updating district and campus improvement plans and develop procedures for plan submission for review and approval. CISD should develop an improvement plan template and train principals and representatives of site-based committees in its use.
- **Recommendation 9 (p. 20): Evaluate the Gifted and Talented process to ensure equitable student representation by grade level, ethnic, linguistic, and economic diversity as required by the *Texas State Plan***

*for the Education of Gifted/Talented Students.* CISD should also educate all parents about the gifted child and the nomination and screening process and train teachers in the identification of gifted children.

- **Recommendation 10 (p. 23): Develop and implement strategies to improve student participation and performance on pre-advanced placement (Pre-AP) courses and advanced placement (AP) and college admission examinations.** CISD should stress the importance of college preparation through all grade levels. It should prepare students academically to take pre-AP and AP courses and offer resources such as test preparation tutorials to improve student success on AP and college admission exams. CISD should set pre-AP and AP participation targets and offer multiple pre-AP courses starting in middle school.
- **Recommendation 11 (p. 26): Hire additional librarians and library aides to adequately staff all libraries to meet Texas State Library and Archives Commission (TSLAC) school library standards.** None of the elementary libraries have certified librarians. CISD should hire five librarians and 2.5 library aides to meet acceptable standards in all its libraries.
- **Recommendation 12 (p. 27): Bring all library collections up to minimum acceptable standards.** CISD should upgrade the collection of school libraries to meet the acceptable standard of TSLAC.
- **Recommendation 13 (p. 29): Centralize the district's grant application and preparation process by assigning it to the Federal Programs Department.** The department should update the grant preparation procedures, look systematically for grant opportunities, inform appropriate staff in the district about opportunities, coordinate and assist with grant writing, and monitor grant implementation.

## **DETAILED ACCOMPLISHMENTS**

### **PRINCIPAL COACHING**

Using a breakthrough coaching model, CISD principals spend two days a week in classrooms observing instruction and student learning. Breakthrough coaching was originally used in corporations to help executives develop their full potential as leaders, improve performance, and motivate employees. The breakthrough coaching model was applied to education to help principals redefine their work in order to focus more on the instructional aspects of their job. Using this model, principals analyze how they spend time and learn

how to delegate and assign responsibility for many technical aspects of their job to their secretary or other staff. This frees the principal to spend time in the classroom to monitor the implementation of the curriculum and facilitate the development of teacher expertise through observation, feedback, and demonstration lessons. This model reinforces the concept that the role of the principal is to improve the teaching and learning processes.

Before 2004–05, CISD principals did not monitor the curriculum and instruction with any consistency. Some principals monitored continuously, and others did it rarely. With the increased demands on principals, the time they were able to spend in the classroom had decreased. Principals also varied in their knowledge of the curriculum and their ability to evaluate instruction effectively. The 1998–99 curriculum management audit highlighted the lack of consistency throughout the district in the frequency, degree, and thoroughness with which principals monitored the curriculum and instruction.

CISD implemented the breakthrough coaching model in 2004–05—requiring principals to spend two days a week in the classrooms in their respective schools, observe teachers, and monitor instruction and student learning. Principals focus on teachers who need help. CISD trained principals on how to diagnose classroom proceedings, provide teachers with practical operational feedback, and use a reflective inquiry process in collaboration with the teachers. The reflection process encourages teachers to examine their own practices and continually improve their teaching. The principals have created a system for tracking observational data and the feedback to provide to teachers.

Schools using the breakthrough coaching model have reported multiple benefits: increased accessibility of teachers to the principal and increased visibility of the principal in the classroom, improved communications with teachers, and reduced discipline problems. Observing teachers and students in the classrooms helped principals recognize areas of weakness and staff development needs. The principal's presence in the classroom increased accountability. The focus on quality instruction and student learning also improved student academic performance.

### **TEACHER MENTORING SYSTEM**

CISD's formal mentoring system supports new teachers and helps them be successful during their first year of teaching. CISD started the formal mentoring program in 2001–02 to support first- and second-year teachers. The formal mentoring system differs from the previous "buddies" approach by training the mentors and providing them with a

stipend. CISD also allocated funds for training novice teachers in discipline management and classroom organization.

Under CISD’s formal mentoring program, principals assign mentors to all new teachers, teachers who have completed one year of teaching, and teachers who need further assistance. The program has criteria for the selection of mentors. Mentors are teachers with three to five years of experience, who have excellent Professional Development Assessment System (PDAS) evaluations, have demonstrated expertise in their content area, and are willing to work with new teachers. Each principal provides a list of suggested mentors to the district’s coordinator of training and instruction for approval. In 2004–05, CISD has 31 mentors and 31 mentored teachers.

The mentorship program is a two-year program. The district has assigned a staff member to oversee the program, provide training, and make periodic visits to all participants to monitor progress. The mentors and novice teachers have to go through an orientation. The novice teachers who are being mentored have to go through training in classroom management and troubleshooting, TAKS preparation, and PDAS review. The frequency of contact between the mentor and novice teacher and the issues the mentoring program addresses are listed in **Exhibit 1-1**.

In addition, CISD has developed a mentoring program handbook. The handbook includes a self-assessment for teachers who want to become

mentors to determine their suitability. The handbook provides suggestions for teachers who act as mentors on sharing their expertise in areas such as planning, instruction, classroom management, and evaluation. The handbook gives guidance to teachers on how to communicate effectively with the novice teachers. The handbook also specifies procedures for developing a teaching portfolio, that is, a set of materials including work samples that represent the novice teacher’s goals, log of meetings with the mentor, training, sample student work products, sample lesson plans, issues discussed with the mentor, teaching practices, evaluations, and administrator walk-through notes.

The mentoring program has increased teachers’ satisfaction and appreciation of the district’s support and commitment to their success.

**ASSISTIVE TECHNOLOGY**

CISD implements an effective process for identifying, purchasing, and tracking assistive technology. CISD uses assistive technology as an instructional tool to support students with disabilities in the least restrictive environment. Assistive technology is any device, piece of equipment, or system used to increase, maintain, or improve functional capabilities of individuals with disabilities. These devices can include computers as well as simple magnifiers, splints, pointers, and ramps. As assistive technology is in a continual state of technological advancement, CISD’s Special Education Department and the Technology and Information Services Department developed procedures that keep the staff informed, current, and

**EXHIBIT 1-1  
CISD MENTORSHIP PROGRAM**

<p><b>YEAR 1</b></p> <p>Mentor and novice teacher meet at least once a month to address the following:</p> <ul style="list-style-type: none"> <li>• grade level content area, special education, bilingual education issues</li> <li>• documentation issues and paperwork requirements</li> <li>• troubleshoot in areas of concern</li> </ul> <p>Mentor observes the novice teacher a minimum of once a month, observing the following:</p> <ul style="list-style-type: none"> <li>• evidence of student progress</li> <li>• evidence of planning and follow-through as specified in PDAS</li> <li>• application of strategies recommended in “in-service” and by mentor</li> </ul> <p>Novice teacher attends staff development sessions the district recommends.</p> <p>Mentor and novice teacher will meet with campus administrator at least twice a year to discuss progress.</p> <p><b>YEAR 2</b></p> <p>If mentor has been successful with novice teacher in Year 1, the following will take place:</p> <ul style="list-style-type: none"> <li>• The mentor and novice will meet once a month as needed to address issues relevant to the novice teacher’s instructional situation.</li> <li>• The mentor will observe the novice teacher at least twice a semester to determine if instructional skills are appropriate.</li> <li>• The novice teacher will attend a minimum of five days of training in area the mentor or campus administrator recommend.</li> <li>• The mentor and novice teacher will meet with the campus administrator at least twice a year to discuss instructional progress.</li> </ul> <p>If the novice teacher is not successful, the Year 1 procedures will be continued in Year 2.</p> <p>The mentor and novice teacher will prepare at the end of Year 2 a portfolio that includes:</p> <ul style="list-style-type: none"> <li>• evidence of effective teaching</li> <li>• self-assessment</li> <li>• reflections</li> </ul>
---

SOURCE: CISD Teacher Mentorship Program, 2004–05.

open to new and more effective ways of using technology to meet students' needs and enhance learning.

CISD established an assistive technology team in 2002–03. Team members include the special education director; instructional technology coordinator; an occupational therapist; a certified occupational therapist assistant; a physical therapist; two speech, language and hearing pathologists; and a teacher. A teacher for the visual- and/or hearing-impaired is a floating member and participates in team meetings as needed. The team meets on a monthly basis or as needed to exchange ideas and resolutions concerning specific students, assess student needs, and identify resources. Team members attend training at the Region 19 Education Service Center. Team members also support the teachers by providing one-on-one training specific to their students' needs.

The team developed an assistive technology resource guide and distributed it to all special education support staff and to a special education representative on each campus. The team has also developed an adaptive assistive technology inventory. The Special Education Department liaison has begun to track all devices and software throughout the district. Before a student receives assistive technology, the teacher has to complete a tracking sheet. A special education teacher representative from each campus has access to this inventory. The inventory changes continuously as student needs arise. The plan is to have the list of assistive technology available online so staff and parents can see what is available. The Special Education Department has a large closet to house all assistive technology not in use.

To educate staff about assistive technology, in 2003-2004, the team organized training sessions for both special education staff and five to six general education staff from each campus. The training sessions, lasting two to five days, were tailored to participants' needs. Many of the staff have continued to participate in training on assistive technology. Team members also encourage parents to attend training sessions on assistive technology provided on campus or through the Region 19 Education Service Center.

Assistive technology team members help the Admissions, Review, and Dismissal (ARD) committee to determine the appropriate technology for a student. The team will work with the student trying different software and hardware to find what is most applicable to the student's needs. Before any hardware and software is purchased, the Technology Department reviews the requisition to ensure that

the equipment will be compatible with current technology and the district's technology infrastructure.

CISD's assistive technology process and the team have had a positive impact on the special education program. The procedures, resource guide, inventory, and referral and tracking forms made the identification of appropriate technology and its acquisition more efficient. District personnel are better trained, more knowledgeable, and able to access the appropriate support more easily. Teachers know whom to call for assistance. In addition, before a teacher refers a student for an assistive technology evaluation, the teacher completes a questionnaire identifying the accommodations and modifications the teacher has already used with the student. This questionnaire reduces the workload of the ARD committee and helps the team identify more suitable assistive technology for the student.

### **SPECIAL EDUCATION PARENT GUIDE**

CISD developed a guide for parents of special education students to increase their understanding and involvement. The document, titled *A Guide for the Parent about the Special Education Process*, is available in English and Spanish. The guide explains the referral process and the parent's role. It describes the Admissions, Review, and Dismissal (ARD) process, which many parents find confusing, and how the parent should participate in it. The ARD committee determines eligibility for special education services, develops the student's individualized education plan, and reviews the plan annually. The guide uses graphs and flow charts to make the process clear. The guide provides a checklist helping the parent prepare for the process. It informs the parents about the Individualized Education Plan (IEP) and what happens after the IEP is written. The guide gives parents a list of modifications available to special education students and a list of other services for special education students. Finally, the guide identifies the type of staff the parent can contact with concerns about instruction, ARD, transportation, behavior/discipline, and the student's health. The guide is written in short sentences and in a bullet format that is easy to follow.

The guide was developed in 2003–2004 and is being piloted with parents of pre-school and elementary school age children with disabilities to ensure that it is user-friendly. Parent responses have been very positive. The guide, together with a one-page yes/no form titled "How Did My ARD Meeting Go?" that parents complete, helps parents understand the process and communicate any concerns as well as suggestions for improvement. The CISD Special Education Department expects that the guide will

increase parent comfort and involvement in the special education process.

### **LIBRARIES OPEN TO THE COMMUNITY**

CISD has opened its three high school libraries to the community. The three communities that comprise the district do not have access to public libraries. The Clint High School library has served as both a school library and a public library since 1996. It was built using a grant from the Library Services and Construction Act. It presently serves 580 Clint High School students and 2,057 public patrons of the Clint community and surrounding areas. CISD fully funds the facilities and personnel for the library and shares the funding of public library materials with the Texas TransPecos Public Library System. Staff for the library includes one certified school librarian, one public library clerk, and one computer aide. The library opens to students five days a week at 7:30 AM. It opens to the public from 2:30 PM until 8:00 PM four days a week and from 8:00 AM to 12:00 noon on Saturday. Books, reference material, audio books, and videos are available to all patrons. A computer lab, consisting of 29 computers with online access, scanning, and printing capability, is available to patrons with library cards. Clint High School students and residents of CISD have full access to the library and computer lab at no cost. Non-residents of CISD pay a \$15 fee per family.

CISD opened the Horizon Middle/High School and Mountain View High School libraries to the public in 2004–05. The Horizon Middle/High School library is open to the community on Tuesday through Friday from 4:00 PM to 8:00 PM and from 8:00 AM to 12:00 noon on Saturday. The library aide in each of the schools works from 12:00 PM to 8:00 PM. Horizon Middle/High School has a community member who staffs the library on Saturday.

Mountain View High School library is open from 7:45 in the morning to 4:00 PM to students. It is open to the community until 6:00 PM Monday through Thursday and until 4:00 PM on Friday. The library serves about 100 community members; these include parents, elementary and middle school students, and former students. The library aide serves community members. The district funds all library operations.

### **DISTRICT AND UNIVERSITY MIGRANT PROGRAM COLLABORATION**

CISD's Migrant Education Program collaborates with several universities helping migrant students accrue credit for graduation and achieve success in post-secondary education. CISD participates in a Graduation Enhancement Program (GEP) with St. Edward's University. In May 2002, St. Edward's GEP—sanctioned by the Workforce Investment

Act, the Texas Education Agency, and the Texas Workforce Commission—was named a sole server for the state of Texas. The GEP summer residential study/work program is designed to help rural, migrant high school students develop to their maximum potential by promoting high school graduation, providing opportunities for career exploration, and offering an orientation to higher education. Migrant students in grades 10 through 12 spend seven weeks at the St. Edward's University campus in Austin. The students earn high school credits; receive a stipend for classroom time; benefit from paid, on-the-job training; and gain firsthand experience about a college campus. In 2003–04, seven CISD students completed the St. Edward's GEP. In 2004–05, 17 migrant students will apply.

CISD also collaborates through the College Assistance Migrant Program (CAMP) with the University of Texas El Paso (UTEP), New Mexico State University, Texas A&M Kingsville, and Our Lady of the Lake – San Antonio. CAMP is a freshman-level scholarship program offered to students from migrant and seasonal farm work backgrounds. Each year, students are chosen to participate in the program. During the first year, the CAMP scholarship recipient receives financial assistance totaling \$16,800 to cover expenses such as tuition, transportation, books and materials, health insurance, room and board, and a monthly stipend. CAMP also offers education and personal support services to the student to ensure academic success and increase likelihood of graduation. Support services include a weeklong orientation, a minimum of three tutoring sessions per week, weekly personal and career counseling sessions, and biweekly meetings with an academic advisor.

The CISD Migrant Education Program counselor encourages students to prepare for college education by taking college admission tests. In addition, students receive SAT test prep materials and are briefed on how to use these materials. The Migrant Education Program pays for students who do not receive a fee waiver. The counselor also arranges transportation for students for test dates, mails SAT reminder letter to the students one week before testing, and picks up students and transports them to testing site. CISD's Migrant Education Program counselor encourages students to apply to the CAMP program, arranges field trips for migrant students to tour participating universities and meet program personnel. Representatives from these universities and colleges also come to CISD to meet with students.

In addition, the counselor holds College Recruiting Nights for all juniors and seniors to attend with their parents and provides information on financial aid,

holds an Admissions Application workshop and assists with required admissions. Between 2000–01 and 2002–03, four CISD migrant students were accepted to Texas A&M Kingsville, Our Lady of the Lake, St. Edward's, and UTEP. In 2003–04, eight CISD migrant students took the SAT and two were accepted to the University of Texas at El Paso and continue to attend. In 2004–05, 15 CISD migrant students took the SAT in December 2004 and January 2005: seven seniors and eight juniors. Three have received acceptance letters, and the others are waiting to hear from universities.

### **DETAILED FINDINGS**

#### **PROGRAM EVALUATION (REC. 1)**

While CISD developed an evaluation form in January 2005, it does not have a formal process for evaluating programs on a regular basis and has not assigned the responsibility for evaluation to any of its departments or staff. Although CISD conducted several program evaluations since 2002, these evaluations were conducted in response to significant problems rather than on a systematic and proactive basis. Despite the improvements that CISD implemented because of these evaluations, it does not regularly evaluate all its instructional programs to ensure accountability and success and reduce the risk of major problems. For example, as a result of the evaluations the district conducted, it standardized assessment instruments and procedures that diagnosticians use, changed its dual language bilingual program to a transitional model, hired a full-time CATE coordinator to oversee the program, and decentralized its Disciplinary Alternative Education Program (DAEP). With the exception of the decentralization of the DAEP program, the new adjustments helped improve the delivery of services to CISD students.

The primary reason for conducting program evaluations is to collect information or data that will help with making important decisions about programs. Knowing the extent to which a program is meeting its goals will help determine whether or not to continue the program, modify it, or terminate it. Program evaluation is important in light of the great emphasis on accountability. Guidelines and procedures must be developed early in the process to ensure that the evaluation conducted is comprehensive and covers all programs—those funded federally, with state funds, or locally.

Many districts in Texas have successful evaluation programs improving services to students and staff. For example, Dallas ISD requires all program managers to include evaluation methods in any program proposal. All evaluation designs must receive approval from the appropriate offices and the

executive team before programs are funded. Dallas ISD also developed a monitoring system that allows administrators to evaluate program performance on a monthly basis and to report various performance measures to the superintendent.

Kerrville ISD identifies three programs a year for in-depth evaluation using a locally developed Program Evaluation Model. The seven-step model includes three phases: organization and design; information collection; and analysis and conclusion. All activities that have to be performed are detailed, with associated forms and examples provided.

Galena Park ISD (GPISD) implements a systematic ongoing evaluation process and calendar that is integrated with the district's program development cycle. GPISD evaluates one districtwide department or core area and one support service annually. The district uses the evaluation data to plan and revise all its educational programs over a five-year period. The system adopted from the National Curriculum Audit Center evaluates programs based on standards of control, direction, consistency/equity, assessment, and productivity. The evaluation starts with a needs assessment implemented by an external team and is followed by stakeholder surveys. The evaluation report is organized by standard, including commendations and recommendations for each standard area, student and staff demographic data, and stakeholder survey results.

CISD should develop and implement an evaluation system and calendar ensuring that all programs are evaluated on a regular basis to determine their effectiveness. The evaluation should define the purpose for and scope of the evaluation, specify the type of data to be collected and methods of data collection, describe how data is analyzed, and outline an evaluation report. CISD should develop a three- to five-year calendar showing which programs will be evaluated each year. The district should also designate a department to oversee the development of the evaluation system and calendar and coordinate the evaluations. This duty should be a function of the assistant superintendent of Curriculum as part of the position's responsibility and therefore will not have an additional cost to the district.

#### **SCOPE AND SEQUENCE GUIDES (REC. 2)**

CISD does not have a curriculum management system for monitoring, reviewing, and updating its scope and sequence guides; consequently, the district does not enforce the use of guides and continues to lack guides for all grade levels and subject areas. Scope and sequence guides are work plans that provide direction for the written, taught, and tested curriculum. They contain student-learning objectives

that are aligned with assessments and identify prerequisite knowledge, scope and sequence, resources, and instructional strategies. Guides provide an effective tool for monitoring teaching and assessing student learning.

A curriculum management system and scope and sequence guides define what students are expected to be able to do, allow administrators to monitor whether teachers follow the guidelines, and ensure that what is taught in the classroom prepares students to meet state academic performance expectations. Without guides, teachers have to rely on their own resources in planning and delivering instruction. The district has no guarantee that what is taught in the classroom, regardless of the quality of teaching, matches the district's instructional intent and no way to assess how well students are prepared to meet state academic expectations. Students' performance on state tests is a major criterion for assessing the quality of the district's academic program and the extent to which its curriculum guides clearly outline what to teach and how to teach it.

In 2000–01, the district developed a Curriculum Management Plan but did not implement the plan. The plan clearly states, "Subject-area written curriculum guides shall be developed for all grade levels and subjects in the district," and that scope and sequence guides should include, at minimum, aligned student objectives, instructional expectations, resources, and assessments.

While CISD began developing scope and sequence guides in the summer of 2004, the district has not formally developed a system to monitor and review guides to ensure they are completed or updated. CISD has only published scope and sequence guides for 51 of its courses, as shown in **Exhibit 1-2**. CISD has 125 courses in grades K through 12, excluding physical education, health, ROTC, music, drama, speech, debate, and journalism courses, which do not have guides.

The district uses a Region IV scope and sequence template that includes a number of curriculum concepts aligned to the TEKS and TAKS objectives with suggested resources, methods of assessment, and correlations with the textbook. The guides are divided into six 6-week periods, identifying which concepts are to be taught in each timeframe. The assistant superintendent for Curriculum and Instruction decided to use scope and sequence and benchmarking instead of traditional curriculum guides which are more costly and, in his experience, are typically shelved by teachers.

Teachers use curriculum-based assessments that come with the scope and sequence template for benchmark testing; however, scope and sequence guides have not been accepted districtwide, and the use of the guides varies by subject area across schools and teachers. Not all principals support the use of the guides, and not all teachers within a school use the guides. Extent of use also varies by educational level. For example, district instructional coordinators said that the English language arts guides are not used at all in one district school. The instructional coordinators estimated that about 75 percent of the teachers at the elementary level and all teachers at the middle and high school use the science guides and 75 to 85 percent use the social studies guides. While the math guides are well accepted at the elementary level, 75 percent of the teachers use them at the middle school level, and only about 50 percent of the teachers use them at the high school level. Interviews with staff indicate that part of the problem in the lower level use of the math guides, may be attributed to the lack of implementation of the two contracted vendor math programs.

A School Review teacher survey conducted in December 2004 indicates that 56 percent of the teachers agreed or strongly agreed that the curriculum guides are appropriately aligned and coordinated; however, only 50 percent of the teachers also agreed or strongly agreed that the district's curriculum guides clearly outline what to teach and how to teach it (**Exhibit 1-3**).

As shown in **Exhibit 1-4**, CISD student performance on the state test has remained below the state average since 1999–2000 in all subject areas with the exception of math in 2000–01. The Texas Assessment of Knowledge and Skills (TAKS), a more rigorous test, replaced the Texas Assessment of Academic Skills (TAAS) in 2002–03. In 2002–03, 43 percent of all CISD students met the TAKS transition passing standard for all tests in all grades tested, compared to 58 percent statewide. Only 1.4 percent of CISD students performed at a commended level, compared to 4.7 percent statewide.

**EXHIBIT 1-2  
CISD COURSES AND CURRICULUM GUIDES  
2004-05**

<b>SUBJECT AREA</b>	<b>NUMBER OF COURSES OFFERED</b>	<b>CURRICULUM GUIDES</b>
<b>ELEMENTARY</b>		
Language Arts	6	K-5th
Math	6	K-5th
Science	6	K-5th
Social Studies	6	0
Physical Education	6	0
Fine Arts	6	0
Health	6	0
Technology	6	K-5th
<b>MIDDLE</b>		
Language Arts	3	6 <sup>th</sup> -8 <sup>th</sup>
Reading	4	6 <sup>th</sup> -8 <sup>th</sup>
Science	4	6 <sup>th</sup> -8 <sup>th</sup>
Math	6	6 <sup>th</sup> -8 <sup>th</sup>
Social Studies	6	7 <sup>th</sup> -8 <sup>th</sup>
Spanish	3	0
Art	2	0
Drama	1	0
Music	4	0
ESLand Newcomer English	5	0
Speech	1	0
Journalism	2	0
Computer Science	4	0
Physical Education	2	0
Health	1	0
Career Investigations	1	0
Content Mastery	1	0
Media	1	0
Pre-vocational Skills	1	0
<b>HIGH</b>		
English Language Arts	4	English I, II, III
Reading	3	0
Writing	2	0
Math	5	Algebra I and II, Geometry
Social Studies	5	U.S. History, World Geography, World History
Science	7	IPC, Biology
Advanced Placement	10	AP Calculus, Dual Credit English IV
Career Orientation	1	0
CATE	53	0
Spanish	5	0
German	5	0
Art	4	0
Drama	4	0
Music	18	0
Dance	3	0
ESLand Newcomer English	3	0
Debate	3	0
Journalism	6	0
Computer Science	5	0
Physical Education	5	0
Health	1	0
ROTC	1	0

SOURCE: CISD Department of Instructional Services, Courses Taught and Curriculum, December 6, 2004.

**EXHIBIT 1-3****CISD TEACHER SURVEY: CURRICULUM GUIDES**

<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
The district provides curriculum guides for all grades and subjects				
11%	55%	12%	18%	4%
The curriculum guides are appropriately aligned and coordinated				
7%	49%	22%	18%	4%
The district's curriculum guides clearly outline what to teach and how to teach it				
6%	44%	24%	21%	5%

\* 266 teachers responded to the survey.

SOURCE: Legislative Budget Board, School Review Teachers Survey, December 2004.

**EXHIBIT 1-4****CISD PASSING RATES ON TAAS AND TAKS****READING, WRITING, MATHEMATICS, AND ALL TESTS  
1999-2000 THROUGH 2003-04**

<b>YEAR</b>	<b>READING</b>		<b>WRITING</b>		<b>MATHEMATICS</b>		<b>ALL TESTS</b>	
	<b>CISD</b>	<b>STATE</b>	<b>CISD</b>	<b>STATE</b>	<b>CISD</b>	<b>STATE</b>	<b>CISD</b>	<b>STATE</b>
<b>TAAS</b>								
1999-2000	79.6%	87.4%	84.5%	88.2%	86.4%	87.4%	72.2%	79.9%
2000-01	83.1%	88.9%	84.4%	87.9%	91.0%	90.2%	76.4%	82.1%
2001-02	86.7%	91.3%	81.9%	88.7%	93.1%	92.7%	79.7%	85.3%
<b>TAKS</b>								
2002-03*	67%	79%	70%	83%	58%	69%	43%	58%
2003-04*	75%	85%	88%	91%	66%	76%	53%	68%

\* Accountability indicator. Results are in whole percentages.

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS), 1999-2000 through 2003-04.

In 2003-04, CISD students again performed below state average—passing all tests at 53 percent compared to the state average of 68 percent.

Compared to its peer districts, CISD had the lowest percentage of students passing reading, math, science, social studies, and all tests in 2003-04. CISD had the second lowest passing rate in writing: 88 percent. CISD's passing rates were below Region 19 and state averages in all subject areas and for all tests (**Exhibit 1-5**).

Compared to students' performance statewide, CISD students' TAKS performance was deficient in all subject areas and grade levels with the exception of grade 3 reading and grade 4 writing, as shown in **Exhibit 1-6**. For example, in reading, CISD students scored 8 to 20 percentage points below the state scores in grades 4 through 9. Performance was especially low in grades 5, 6, and 7. In math, CISD students scored 3 to 17 percentage points below state scores. The performance gap between CISD and

statewide scores was especially large in grades 6, 9, 10, and 11 math. In science, CISD students scored 16 to 23 percentage points below state average. The difference between CISD and statewide scores was greatest in grades 5, 10, and 11 science. In social studies, CISD scores were 2 to 9 points below the state average. Three of CISD's secondary schools were also rated as "Missed AYP" (Adequate Yearly Progress) because of low participation in TAKS math in 2003-04. AYP requires that at minimum 95 percent of students enrolled on the day of testing take the TAKS. Missed AYP designates a campus or district that does not meet one or more AYP standards and identifies which of those standards were not met.

Galena Park ISD (GPISD) has an effective process for curriculum updating that can provide "Best Practice" guidance for CISD. GPISD continually updates the curriculum using horizontal and vertical teaming and horizontal and vertical articulation. Horizontal articulation refers to articulation across

**EXHIBIT 1-5****2003-04 TAKS PASS RATES\*****READING, WRITING, MATHEMATICS, AND ALL TESTS  
CISD, PEER DISTRICTS, REGION 19, AND STATE**

<b>DISTRICT</b>	<b>READING</b>	<b>MATH</b>	<b>WRITING</b>	<b>SCIENCE</b>	<b>SOCIAL STUDIES</b>	<b>ALL TESTS</b>
Los Fresnos	86%	76%	94%	69%	91%	67%
San Benito	81%	73%	93%	60%	86%	63%
<b>Clint</b>	<b>75%</b>	<b>66%</b>	<b>88%</b>	<b>52%</b>	<b>85%</b>	<b>53%</b>
Rio Grande	75%	66%	87%	56%	87%	54%
<b>Region 19</b>	<b>80%</b>	<b>69%</b>	<b>89%</b>	<b>62%</b>	<b>87%</b>	<b>59%</b>
<b>State</b>	<b>85%</b>	<b>76%</b>	<b>91%</b>	<b>72%</b>	<b>91%</b>	<b>68%</b>

\* 2003-04 results as presented under Accountability Indicator.

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

**EXHIBIT 1-6  
DIFFERENCE IN PERCENT PASSING TAKS BY SUB-TEST AND GRADE  
CISD AND STATE AVERAGE  
2003-04**

GRADE	CISD PERCENTAGE POINTS ABOVE (BELOW) STATE AVERAGE						
	READING	MATH	WRITING	ENGLISH LANGUAGE ARTS	SCIENCE	SOCIAL STUDIES	ALL TESTS
Grade 3	0	(3)					(3)
Grade 4	(8)	(3)	2				(7)
Grade 5	(12)	(4)			(17)		(16)
Grade 6	(20)	(10)					(18)
Grade 7	(15)	(6)	(6)				(11)
Grade 8	(8)	(6)				(5)	(7)
Grade 9	(8)	(17)					(17)
Grade 10		(17)		(10)	(23)	(9)	(22)
Grade 11		(10)		(8)	(16)	(2)	(15)

\* Blank cells indicate test not given at that grade level.  
SOURCE: Texas Education Agency, AEIS, 2003-04.

subject areas within a certain grade level. Vertical articulation refers to articulation in a specific subject area across grade levels. The district provides staff development in curriculum writing to make the guides teacher-friendly and to incorporate resources and instructional strategies. The district gives release time to curriculum teams during the year, and the teams also work over the summer. GPISD’s long-range five-year plan contains an annual cross-subject area calendar that shows textbook adoptions and curriculum document development or revision, benchmark test and district assessment revisions, and unit development or revision. The plan also includes five-year plans for each content area and educational level. The plans specify annual assessments to be developed or revised, staff development to be provided, available resources, and curriculum revisions.

Additionally, GPISD has a consistent framework for the development and update of curriculum and instruction implementation for all programs. Each program incorporates the district mission, the Graduate Profile, and the content area purpose statement. The curriculum specifies the standards on which it is based. For example, the math program incorporates the TEKS, the national math standards, and the district curriculum. The program also specifies the staff development provided, defines effective or best practices, and lists the different assessments it uses.

GPISD also has curriculum guides for each grade level and subject area, and program directors, teachers, and instructional specialists work collaboratively to design and update the curriculum. The GPISD curriculum cycle includes the development of course objectives based on state mandates, district expectations, and student needs. Correlation of course objectives to the TEKS and state assessments, development of the scope and

sequence, development of sample units of study, and development of appropriate assessments, including benchmark tests, are also part of the process. GPISD’s scope and sequence is consistent across grade and educational levels (elementary, middle, high) in each subject area.

CISD should develop a curriculum management system for monitoring, reviewing, and updating the scope and sequence guides and complete guides for all subject areas and grade levels. CISD should ensure that the principals support the guides and that the teachers use them. Using the guides and implementing the district’s academic programs should become part of principal and teacher performance evaluations.

The fiscal impact of this recommendation is based on the assumption that CISD has 125 courses in grades K through 12, excluding physical education, health, ROTC, music, drama, speech, debate, and journalism courses, which do not have guides. The review team suggests developing 42 guides each year over a three-year period, giving priority to guides in the core subjects and CATE. The district should develop curriculum guides in non-core areas such as Spanish, fine arts, and technology after completing the guides for the core areas and CATE.

Two-person teams are recommended for the writing task, with vertical team leaders assisting with the writing effort as needed as well as providing oversight to ensure curriculum alignment within the various content areas. Including vertical team leaders, teachers, and administrators in the curriculum guide development, similar to Galena Park’s practice, would work well for CISD given the critical importance of teacher and principal buy-in.

CISD needs to develop 125 guides during the summer over a three-year period. CISD should develop 42 guides in the first year, 42 guides in the

second year, and 41 guides in the third year. A two-person writing team will develop each guide in a four-day period. Based on a daily rate of \$150, the total cost for developing the 125 guides is estimated at \$159,375: \$150,000 for salaries (2 teachers per guide x \$150 per day x 4 days x 125 guides) and \$9,375 for materials, supplies and printing (\$75 per guide x 125 guides). Annual curriculum guide development the first and second year is estimated at \$53,550 per year (42 guides x 2 teachers per guide x 4 days x \$150 a day = \$50,400) + (42 guides x \$75 a guide for materials, supplies and printing = \$3,150). Cost for the third year is estimated at \$52,275 (41 guides x 2 teachers per guide x 4 days x \$150 a day = \$49,200) + (41 guides x \$75 a guide for materials, supplies and printing = \$3,075).

CISD should start an annual process of updating guides in 2008–09 by updating 50 guides annually over a five-year cycle. CISD will use two-member teams for one day to update a guide. Based on a daily rate of \$150, the total cost for updating 50 guides annually is estimated at \$16,250: \$15,000 for salaries (2 teachers per guide x \$150 per day x 1 day x 50 guides) and \$1,250 for materials, supplies and printing (\$25 per guide x 50 guides).

**ESL ENDORSEMENTS (REC. 3)**

CISD lacks strategies to encourage teachers to obtain an English as a Second Language (ESL) endorsement. The district has a small number of certified core content area teachers with an ESL endorsement at the secondary level where the majority of the district’s identified ESL students are enrolled. For example, in 2003–04, CISD had 266.8 FTE secondary teachers and only 8.4 teachers, or 3.1 percent of all teachers, had an ESL endorsement. An endorsement identifies the subject area in which a certified teacher is authorized to teach. The goal of the ESL program is to accelerate the acquisition of English and equip students with the necessary skills to succeed in the regular English curriculum. However, schools with a large numbers of ESL students do not have the benefit of having teachers in all classes, especially in the core subjects, who have the training to work with these students.

Middle school teachers said the bilingual programs the district has used have not equipped students with

English language skills or with a sufficient vocabulary, as expected when students complete elementary school, exit the bilingual program, and move to the secondary level. Middle school teachers estimated that between 40 and 60 percent of their students are not proficient in English and consequently struggle academically. These students need teachers who have experience with ESL instructional strategies. However, only a small percentage of CISD’s secondary school teachers have ESL training. In 2003–04, CISD had 870 ESL students but only 8.4 ESL teachers. **Exhibit 1-7** shows number of ESL students and number of ESL teachers by school.

In addition, ESL students are not well prepared for TAKS. Three CISD secondary schools received a “Missed Adequate Yearly Progress” designation because of low participation of Limited English Proficient (LEP) students in TAKS math in 2003–04. Less than 95 percent of LEP students in East Montana Middle School, Clint Junior High School, and Horizon High School took the TAKS math test. TAKS results for 2003–04 show a performance gap between the district’s ESL students and non-ESL students across all grade levels and content areas (**Exhibit 1-8**). In grade 6, only 28 percent of the ESL students passed the reading portion of TAKS and 48 percent passed the math part compared with 82 and 74 percent, respectively of non-ESL students, a difference of 54 and 26 percentage points. Similar differences also existed in grade 7 between ESL and non-ESL students: a 53 percentage point difference in reading, 34 in math, and 34 in writing. The performance gap was sustained through the higher grades: in grade 10, there was a 58 percentage point gap in reading, 37 in math, 32 in social studies, and 36 in science. In grade 11, 33 percent of ESL students passed English language arts and 42 percent passed math, compared with 84 and 78 percent of non-ESL students, respectively.

Fifty percent of teachers and 56 percent of administrators who responded to the School Review survey agreed that CISD has an effective ESL program, while six percent of teachers and no administrators strongly disagreed with this statement, as shown in **Exhibit 1-9**. However, as stated earlier,

**EXHIBIT 1-7  
ESL STUDENTS AND TEACHERS BY SCHOOL  
2003–04**

SCHOOL	LEP STUDENTS	ESL STUDENTS	ESL TEACHERS
Carroll T. Welch Intermediate	383	96	2.0
East Montana Middle School	329	248	2.1
Clint Junior High	81	59	0.0
Horizon Middle/High School	281	231	1.8
Mountain View High School	200	142	2.0
Clint High School	117	94	0.5

SOURCE: Texas Education Agency, AEIS and Public Education Information Management System (PEIMS), 2003–04.

**EXHIBIT 1-8  
PERCENTAGE OF CISD STUDENTS PASSING TAKS  
2003-04**

GRADE/ SUBJECT	TAKS PASS RATES					
	LEP STUDENTS	NON-LEP STUDENTS	BILINGUAL STUDENTS	NON- BILINGUAL STUDENTS	ESL STUDENTS	NON-ESL STUDENTS
GRADE 3						
Reading	27%	58%	--	43%	--	--
Math	88%	87%	92%	85%	--	--
GRADE 4						
Reading	70%	81%	67%	81%	--	--
Math	81%	86%	80%	86%	--	--
Writing	86%	96%	86%	95%	--	--
All Tests	63%	73%	62%	72%	--	--
GRADE 5						
Reading	47%	77%	46%	75%	--	--
Math	67%	83%	68%	82%	--	--
Science	35%	62%	34%	60%	--	--
All Tests	33%	55%	33%	53%	--	--
GRADE 6						
Reading	32%	84%	--	--	28%	82%
Math	48%	76%	--	--	48%	74%
All Tests	27%	71%	--	--	24%	69%
GRADE 7						
Reading	33%	80%	--	--	26%	79%
Math	41%	73%	--	--	38%	72%
Writing	62%	92%	--	--	58%	92%
All Tests	26%	65%	--	--	21%	64%
GRADE 8						
Reading	52%	91%	--	--	38%	91%
Math	43%	66%	--	--	37%	65%
Social Studies	62%	89%	--	--	58%	87%
All Tests	31%	64%	--	--	20%	63%
GRADE 9						
Reading	34%	86%	--	--	34%	83%
Math	11%	51%	--	--	12%	49%
All Tests	9%	50%	--	--	10%	47%
GRADE 10						
Reading	22%	75%	--	--	15%	73%
Math	15%	53%	--	--	15%	52%
Social Studies	48%	85%	--	--	51%	83%
Science	8%	48%	--	--	10%	46%
All Tests	3%	33%	--	--	3%	32%
GRADE 11						
English Language						
Arts	31%	86%	--	--	33%	84%
Math	42%	79%	--	--	42%	78%
Social Studies	77%	97%	--	--	76%	97%
Science	18%	77%	--	--	22%	74%
All Tests	15%	65%	--	--	17%	63%

SOURCE: Texas Assessment of Knowledge and Skills (TAKS) Summary Report, 2003-04.

TAKS scores for the LEP students reflect a need for improvement in the program.

Although CISD increased the number of its ESL teachers in 2004-05, the additional ESL teachers primarily serve recent immigrant students attending the Newcomer Centers. In 2004-05, CISD established Newcomer Centers in five of its middle and high schools to address the needs of students who are recent immigrants. The district increased the number of ESL teachers to 16 to work with recent

immigrant students. The objective of the centers is to provide resources and instruction to help new immigrants acquire proficiency in English and speed their successful transition into the regular education classroom. The centers consist of one or two classrooms, each with a teacher and aide, and dedicated resources for new immigrants. The students spend the first three periods a day for a year in the special classrooms. The teachers incorporate literacy instruction with math, social studies, and science to ensure that students are working as closely

**EXHIBIT 1-9**

**SURVEY QUESTION:**

**DOES DISTRICT HAVE AN EFFECTIVE ESL PROGRAM**

	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
Teachers	6%	44%	24%	20%	6%
Administrators	0%	56%	22%	22%	0%

\* 246 teachers and 19 principals and assistant principals responded to the survey.

as possible to their grade level. The other ESL students can use the newcomer center for the other half of the day as a lab and resource room.

Districts with a high percentage of ESL students encourage their teachers to get ESL endorsements by providing incentives. These districts recognize that having teachers with ESL endorsements in a large number of classes will increase Limited English Proficient student success. Although CISD provides information to teachers on how to get ESL endorsements, the district does not offer any academic support or financial incentives, such as study sessions or paying for the Texas Examinations of Educator Standards (TExES) or reimbursing tuition costs, like other districts do.

San Angelo ISD provides academic and financial support for teachers who want to pursue bilingual/ESL certification or endorsement. The district offers study sessions and provides a one-time \$250 stipend when teachers receive their certification. Since the district instituted this program in 1995, 330 teachers participated in the Examination of Certification of Educators in Texas (ExCET) study sessions and received their bilingual/ESL certification endorsement. An endorsement identifies the subject area in which a certified teacher is authorized to teach.

CISD should provide a financial incentive program to encourage teachers to obtain an ESL endorsement by taking the ESL TExES test in order to increase the number of ESL teachers. The district should emphasize the benefits of getting such an endorsement and the financial support that it will provide to teachers seeking an endorsement by paying for their ESL training and exam fees. CISD should provide financial incentives to five teachers a year. Region 19 offers an ESL Institute for \$600 per teacher. Teachers also have to take six hours of university-level linguistic classes that address language acquisition and language production. The

cost of six hours of classes at University of Texas El Paso (UTEP) is \$1,000. The ESL TExES test fee is \$88 per teacher. Cost per teacher is about \$1,688 (\$600 for institute + \$1,000 for UTEP classes + \$88 for exit test). Cost for five teachers is estimated at \$8,440 (\$1,688 x 5 teachers).

**BILINGUAL/ESL PARTICIPATION (REC. 4)**

CISD does not track the reasons why parents refuse services in bilingual/ESL program and is not making parents aware of the benefits of the program, resulting in a high percentage of parents refusing to allow their students to participate. Only when parents refuse participation does a campus administrator meet with them. During the conference with the parents, the administrator explains the process of language acquisition and the advantage of having their child in a bilingual program to the acquisition of English. Parents who refuse participation have to sign a waiver of bilingual education and state the reason for declining service. The bilingual education waiver form parents sign is filed in the student’s permanent file at his or her respective campus.

In addition, campus staff does not provide the district bilingual/ESL coordinator with aggregate data and a report on why parents refused services. According to the bilingual/ESL coordinator, the most common reason parents who refuse to enroll their children in bilingual/ESL give is that they want their children to be part of the regular English curriculum from the start. This is especially pronounced among immigrant families who want their children to acquire English language skills quickly and do not see a reason to have them instructed in Spanish.

As shown in **Exhibit 1-10**, about 84 percent of children with limited English proficiency participated in CISD’s bilingual/ESL program between 2000–01 and 2004–05. The percentage of parental denials did

**EXHIBIT 1-10**

**CISD BILINGUAL/ESL PROGRAM PARTICIPATION**

**2000–01 THROUGH 2004–05**

<b>DISTRICT</b>	<b>2000–01</b>	<b>2001–02</b>	<b>2002–03</b>	<b>2003–04</b>	<b>2004–05</b>
Number of LEP Students	3,536	3,659	3,686	4,547	3,692
Number of Bilingual/ESL Students	2,964	3,086	3,145	3,918	3,116
Number of Non-participants	572	573	541	629	576
Percent of Non-participants	16.2%	15.7%	14.7%	13.8%	15.6%

SOURCES: Texas Education Agency AEIS, 2000–01 through 2002–03. CISD Bilingual Department, December 2004.

not change during this period despite the changes in the CISD bilingual program from a dual language model, to a 50/50 model in 2003–04, and to a transitional model in 2004–05. The transitional model is based on a gradual increase of the use of English from 50 percent in kindergarten, to 60 percent in grade 1, 70 percent in grade 2, 80 percent in grade 3, 90 percent in grade 4, and 100 percent in grade 5. Students stay in the bilingual program all through elementary school (K-5), rather than exit the program in grade 3.

CISD’s denial rate declined slightly in 2003–04 but increased to 15.6 percent in 2004–05. Refusal rates were particularly high at the secondary level (**Exhibit 1-11**). In 2003–04, of 1,048 secondary level students identified as having limited English proficiency, 290 or 27.7 percent refused participation. The denial rate was highest in East Montana Middle School and Mountain View High School serving the East Montana unincorporated area.

In 2003–04, TEA’s Program Analysis System (PAS)/Data Analysis System (DAS) assigned a risk level four, the highest risk level, to the district because of the percentage of LEP students whose parents declined bilingual or ESL services. TEA uses a district-level Program Analysis System (PAS), renamed in 2004 the Performance-Based Monitoring Analysis System, to evaluate the performance of education programs based on predetermined criteria and assign risk levels. Risk levels range from zero to four.

Many districts use various strategies not only to increase participation in the program, but to make parents aware of its increased benefits. Killeen ISD increased parental understanding of the bilingual/ESL program through a number of informational measures. It prepared a video on the program and distributed handbooks and written materials available in several languages explaining the benefits of bilingual/ESL services.

CISD should track the reasons students do not participate in the program and should educate parents of children with limited English proficiency about its bilingual/ESL program and how it can help their children. The district should encourage parents to participate in an information session about the bilingual/ESL program when they register their children for school. The information session should include presentations by bilingual/ESL staff describing the services provided to participating students at the elementary and the secondary levels and should not be of any cost to the district.

**STUDENT PARTICIPATION IN CATE (REC. 5)**

While the District Improvement Plans (DIPs) for 2002–03 and 2003–04 include several Career and Technology Education (CATE) related strategies, CISD’s middle and high school Campus Improvement Plans (CIPs) do not give equal priority to CATE in their goals or strategies. Consequently, the program has low participation rates and not all students have access to the program. The district’s most recent 2003–04 DIP seeks to increase career awareness opportunities for all students, vertically align CATE curriculum, and provide professional development to CATE staff in instructional areas. In 2002–03 the plan called for an increased enrollment in vocational courses.

Despite the district’s intentions, not all CISD middle schools offer career investigation courses, and not all students are informed about the district’s CATE program. Career investigation courses increase students’ awareness of careers and help students select CATE courses and a career pathway in high school. Only one middle school offers a Career Investigation course in 2004–05; the other two middle schools do not offer the class because of a lack of CATE-certified teachers. Until 2004–05, the district did not offer a Career Connections course in the high school. Career Connections is a course designed to help students prepare for careers and continuing education in a challenging and rapidly

**EXHIBIT 1-11  
CISD BILINGUAL/ESL PROGRAM PARTICIPATION BY SCHOOL  
2003–04**

SCHOOL	LEP STUDENTS	STUDENTS IN BILINGUAL/ESL	PARENT DENIALS	PERCENT OF DENIALS
Desert Hills Elementary School	424	373	51	12.0%
Frank Macias Elementary School	639	581	58	9.1%
Montana Vista Elementary School	619	530	89	14.4%
Red Sands Elementary School	539	496	43	8.0%
Wm. David Surratt Elementary School	348	285	63	18.1%
Carroll T. Welch Intermediate	352	319	33	9.4%
East Montana Middle School	379	239	140	36.9%
Clint Junior High School	75	55	20	26.7%
Horizon Middle/High School	272	228	44	16.2%
Clint High School	122	100	22	18.0%
Mountain View High School	200	136	64	32.0%

SOURCE: CISD Bilingual/English as a Second Language Placements and Parent Denials for 2003–04.

changing workplace by blending instruction with actual or simulated work-based experiences.

In addition, not all individual high school Campus Improvement Plans (CIPs) incorporate strategies for the CATE program. Clint High School’s 2004–05 CIP only mentions an objective of increasing distribution of information on college and careers to students and parents, while Horizon High School’s 2003–04 and 2004–05 CIPs do not mention any CATE objectives or strategies. Horizon High School has a limited CATE program, offering only five CATE courses. In contrast, Mountain View High School’s 2004–05 CIP specifies strengthening the CATE programs by offering multiple CATE-related strategies such as integrating CATE into academic education, providing job shadowing, college credit and job market training opportunities for CATE students. Only four CATE courses are offered in more than one high school. **Exhibit 1-12** lists CATE courses by schools.

CISD served 1,651 students in 2003–04 in its CATE programs (**Exhibit 1-13**). Compared with the state

and its peer districts, CISD had the lowest percentage of students enrolled in CATE and allocated the smallest percentage (3.1 percent) of its budget to the program, making it below the regional and state averages of 3.6 and 4.0 percent, respectively.

In addition, CISD had the lowest percentage of CATE teachers among its peers and the highest student-teacher ratio. The percentage of CATE teachers, 3.3 percent, was also lower than the regional and state averages of 3.6 and 4.1 percent, respectively. CISD’s student-teacher ratio of 101:1 was the highest among the peer districts and greater than the regional and state ratios of 78:1 and 73:1 (**Exhibit 1-14**).

Brownsville ISD (BISD) established a Strategic Planning Taskforce in 1990–91 that included representatives from the Chamber of Commerce, civic organizations, local colleges, and the local Rotary Club to study the employment needs of the community and develop a long-range districtwide plan to meet those needs. These efforts resulted in

**EXHIBIT 1-12  
CATE COURSES BY SCHOOL  
2003–04**

<b>CATE COURSES</b>		<b>CLINT HIGH SCHOOL</b>	<b>HORIZON HIGH SCHOOL</b>	<b>MOUNTAIN VIEW HIGH SCHOOL</b>
Career Orientation	Career Connections	X	X (4)	
Agricultural Science	Floral Design and Interior Landscape Development	X		
Agricultural Science	Advanced Floral Design	X		
Agricultural Science	Landscape Design, Construction, and Maintenance	X		
Agricultural Science	Horticultural Plant Production	X		
Agricultural Science	Introduction to Agricultural Mechanics	X (2)		
Agricultural Science	Agriculture Metal Fabrication Technology	X (2)		
Agricultural Science	Personal Skill Development in Agriculture	X		
Agricultural Science	Introduction to World Agriculture Science and Technology	X		
Agricultural Science	Applied Agriculture Science and Technology	X		
Business Education	Business Support Systems	X (2)		
Business Education	Beginning Business Computer Information Systems I	X (4)	X (4)	X (4)
Business Education	Advanced Business Computer Information Systems I	X (6)		X (4)
Business Education	Beginning Accounting		X (2)	
Business Education	Business Image Management and Multimedia		X (2)	X (2)
Business Education	Telecommunications and Networking			X (2)
Business Education	Fundamentals of the Internet			X (2)
Business Education	Diversified Career Planning			X (4)
Health Science	Anatomy and Physiology of Human Systems	X (4)		
Trade and Industrial	Automotive Technician I	X (2)		
Trade and Industrial	Automotive Technician II	X (2)		
Trade and Industrial	Introduction to Computer Maintenance	X (2)		
Trade and Industrial	A Plus			X (2)
Trade and Industrial	Computer Maintenance Technician			X (2)
Family and Consumer	Personal and Family Development			X (4)
Family and Consumer	Nutrition and Food Science			X
Family and Consumer	Management			X
Family and Consumer	Preparation for Parenting			X
Family and Consumer	Child Development			X
Tech. Education	Engineering Graphics			X (2)
Tech. Education	Architectural Graphics			X (2)

\* Number in parenthesis shows number of courses.  
SOURCE: CISD Career and Technology Education, Student Numbers, School Year 2003–04.

**EXHIBIT 1-13**  
**CATE STUDENT ENROLLMENT AND BUDGETED EXPENDITURES**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003-04**

<b>DISTRICT</b>	<b>NUMBER OF STUDENTS IN CATE</b>	<b>PERCENT ENROLLED IN CATE</b>	<b>BUDGETED CATE EXPENDITURES</b>	<b>PERCENT BUDGETED CATE EXPENDITURES</b>	<b>PER STUDENT EXPENDITURES</b>
San Benito	2,485	25.2%	\$1,519,858	4.3%	\$612
Rio Grande	2,253	23.8%	\$1,372,405	3.3%	\$609
Los Fresnos	1,979	26.4%	\$1,338,921	4.9%	\$677
<b>Clint</b>	<b>1,651</b>	<b>19.3%</b>	<b>\$873,760</b>	<b>3.1%</b>	<b>\$529</b>
<b>Region 19</b>	<b>30,534</b>	<b>18.4%</b>	<b>\$23,800,295</b>	<b>3.6%</b>	<b>\$779</b>
<b>State</b>	<b>867,300</b>	<b>20.1%</b>	<b>\$678,617,461</b>	<b>4.0%</b>	<b>\$782</b>

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

**EXHIBIT 1-14**  
**CATE STUDENT ENROLLMENT AND CATE TEACHERS**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003-04**

<b>DISTRICT</b>	<b>NUMBER OF STUDENTS IN CATE</b>	<b>NUMBER OF CATE TEACHERS (FTES)</b>	<b>PERCENT OF CATE TEACHERS</b>	<b>STUDENT - TEACHER RATIO</b>
San Benito	2,485	28.1	4.9%	88:1
Rio Grande	2,253	23.8	3.7%	95:1
Los Fresnos	1,979	22.8	5.0%	87:1
<b>Clint</b>	<b>1,651</b>	<b>16.4</b>	<b>3.3%</b>	<b>101:1</b>
<b>Region 19</b>	<b>30,534</b>	<b>392.5</b>	<b>3.6%</b>	<b>78:1</b>
<b>State</b>	<b>867,300</b>	<b>11,804.6</b>	<b>4.1%</b>	<b>73:1</b>

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

the restructuring of the BISD CATE program, which had previously been focused primarily on agriculture and was made up largely of a collection of elective courses. BISD's CATE program is based on a strong middle school career investigation program. Using interest and aptitude inventories in grade 8, students select a career major with input from parents and counselors. Based on their selected career major, students develop a four-year high school plan that will prepare them for different careers. All students exiting grade 8 can apply to the magnet programs located at each of the high schools or participate in a regular Career Pathways program.

CISD should incorporate objectives and strategies in all middle and high school CIPs to give all students equitable access to all courses. CISD should make students and parents aware of the program offerings and the opportunities for gaining work experience and for developing skills that are in high demand.

CISD should also implement career investigation courses in all middle schools, leading to the development of a four-year career pathway plan for each high school student. To offer career investigation in all of its middle schools, CISD needs to hire two CATE certified teachers. The salary of a teacher with five years of experience is \$37,681. The annual salary and fringe benefits for a teacher is  $(\$37,681 \times 1.10\%) + (\$233/\text{month in medical benefits} \times 12 \text{ months}) = \$41,449 + \$2,796 = \$44,245$ . The cost of hiring two teachers is  $\$44,245 \times 2 = \$88,490$ .

**PROFESSIONAL DEVELOPMENT COORDINATION (REC. 6)**

CISD's Instructional Services Department does not coordinate or track its professional development program districtwide. CISD schools and the department work independently of one another. The district's Instructional Services Department also does not analyze program evaluation forms to ensure it is meeting district and campus needs and maximizing training without creating duplicative courses. Professional development is integral to the implementation of a district's curriculum and to improving student learning.

In 2003-04 and again in 2004-05, the Instructional Services Department began to develop districtwide professional development plans in response to a 1998-99 curriculum management audit, which concluded that, although schools delivered professional development on a regular basis, it was fragmented, unfocused, and lacked a follow-up or evaluation system. The annual professional development plans prepared by the Instructional Services Department, however, are not based on a districtwide needs assessment. The department is not aware of whether its professional development overlaps with training the department or other schools already offer or obtain from outside providers. Principals and site-based committees develop each school's professional development program based on campus goals and input from teachers. Each school has its own budget for professional development and is free to hire

professional development providers and consultants and allocate funds as it sees fit. In 2004–05 the department requires schools to seek prior approval for consultants they want to hire.

While the Instructional Services Department uses a form to evaluate each of its professional development workshops, it does not use the data to evaluate its workshops and modify its professional development plan. The form asks participants to provide general comments and evaluate the professional development workshop using a scale on the following six criteria:

- Participation in this session will help the teacher improve student/teacher performance.
- The session objectives were defined and accomplished.
- The presenter was knowledgeable regarding the subject matter.
- The session was organized.
- The session kept the teacher engaged.
- The presenter modeled effective strategies that could be applied.

Participants complete the evaluation forms at the end of the workshop, and CISD staff collects the forms and files them by workshop. However, CISD does not analyze and summarize the data so that it can be used to review participant satisfaction with the professional development it provides, give feedback to presenters so that they can modify their workshops as needed, and determine the extent to which its professional development program meets administrator and staff needs. CISD high school teachers expressed their dissatisfaction with the professional development sessions they attend annually because of their repetitiveness. The teachers reported this on the evaluation forms they completed at the end of the sessions but have seen no change in the sessions they are required to attend.

The Instructional Services Department does not have a system to track teachers' professional development. Consequently, it does not have information on the professional development each teacher has taken and the extent to which teachers participated in the professional development the department and each school offered.

Marble Falls ISD implemented an online staff development registration system in 2003–04. This electronic registrar system allows tracking and evaluation of all professional development in the district. The system allows teachers to register for staff development courses, view and print a course catalog by curriculum or calendar format, view and

print a schedule of classes, print a personal course transcript, print certificates for successfully completed courses, and track and maintain certifications. The online registration and evaluation system is more convenient and speedy for teachers and simplifies the labor-intensive process involving registration. The system allows the administrator in charge of the staff development program to take attendance, view and print course sign-in sheets, send e-mail messages to registrants, and determine who did not complete the training. Administrators can use the system to track all training that each teacher received. The system also includes an evaluation component: it allows teachers to evaluate the staff development session they attended, summarizes the data, and provides an evaluation report. It allows district administrators to review evaluation results provided by all participants.

CISD should coordinate and track all professional development districtwide. CISD should purchase an online staff development registration system that will allow the district to plan its staff development in a more coordinated fashion, track attendance by session for each teacher and administrator, and evaluate the quality of its staff development. The Department of Instructional Services, in collaboration with all principals, should conduct a districtwide needs assessment of teachers and administrators which will provide the department with information on campus-specific professional development needs, cross-campus needs, subject area needs, and professional development needs across the district. Sharing the needs assessment data with each school will allow principals and site-based committees to develop plans that are coordinated across schools.

CISD's Department of Instructional Services should assign its training coordinator to evaluate each professional development session and prepare a brief report using the system that provides attendance statistics such as number of participants overall and by school, participants' satisfaction with the session and the presenter, and the relevance of the workshop strategies and materials to classroom instruction. The evaluation report should also include a cost analysis and recommendations as to whether the session should be offered again as is or modified, and whether the district should use the provider in the future. To be of use, the evaluation reports should be prepared shortly after the delivery of each professional development session. The training coordinator should disseminate the evaluation reports to principals and to site-based committees. CISD should also use attendance and evaluation data from the online registration system in preparing its annual professional development plan.

The cost of an online professional development registration system is estimated at a one-time cost of \$4,000 in 2005–06 and \$2,500 annually thereafter from 2006–07 through 2009–10.

### **PROFESSIONAL DEVELOPMENT SCHEDULING (REC. 7)**

CISD delivers a significant percentage of professional development during the school day, thereby taking teachers out of the classroom. Professional development sessions can only be delivered on Tuesdays, Thursdays, and Fridays and cannot take place on Mondays or Wednesdays, the two days principals spend observing classroom instruction.

Most of the current professional development sessions occur during school hours. Of the 150 professional development sessions planned for 2004–05, 96 sessions (64 percent) are delivered between 8:30 AM and 3:30 PM. CISD offered teachers a stipend to take professional development after school or on Saturdays, but attendance was low. Consequently, CISD and the schools decided to offer professional development during the day. Both Instructional Services Department staff and principals confirmed that 90 percent or more of the professional development the district has offered takes place during the school day. Although teachers said that they have many professional development opportunities and that their needs are met, they recognized that timing is an issue. Principals complained about the amount of time teachers are absent from the classroom, especially new teachers.

In 2003–04, CISD had to hire substitutes for a minimum of 5,465 hours to be in classrooms while teachers attended professional development during the school day. Before 2004–05, CISD's computer system did not consistently track substitute hours by reason; consequently, the system did not always identify the number of hours substitutes were hired to replace teachers who attended professional development. In the fall of 2004–05, substitutes spent 5,740 hours in classrooms while teachers attended professional development. Very few of the substitutes CISD hires are certified teachers or have college degrees, possibly limiting the quality of instruction substitutes can provide students. Parents and students commented in the School Review survey and during community open houses held during the review team's onsite work that the district uses too many substitutes.

Marble Falls ISD changed its professional development format in 2003–04 from multi-hour sessions that required the district to hire substitutes to a series of 90-minute mini in-service sessions offered during teachers' planning time. This

approach minimizes the time teachers are absent from their classrooms and reduces the number of substitutes hired by the district. The mini in-service sessions are offered on each of the primary and elementary campuses. Each campus has 12 sessions once or twice a month. The sessions address issues such as behavior management, reading, and writing. To ensure that the district complies with the requirement that teachers get 450 minutes of planning time over 10 days, Marble Falls provides teachers with 60 minutes of planning time a day or 600 minutes for 10 days and uses the "extra" planning time to offer 90-minute in-service sessions.

The mini in-service sessions use practical, hands-on approaches. The sessions are administered to small groups of teachers to allow optimal communication between the teachers and the presenter. The presenter also provides teachers with an email address and telephone number for assistance. This format gives teachers opportunities to interact with the presenter during the presenter's repeated visits to the campuses. Teachers like this format and appreciate the opportunity to interact with the presenter for a longer period.

CISD should adopt a professional development format using mini in-service sessions and offer 90-minute, highly targeted, hands-on sessions. This format will ensure high teacher participation in the sessions and save the district the cost of substitute teachers. Savings are estimated based on the assumption that the number of days that substitutes cover for teachers attending professional development is 1,437.5 days. At an average cost of \$50 a day, the district will save \$71,875 per year (1,437.5 days x \$50 per day = \$71,875).

### **DISTRICT AND CAMPUS IMPROVEMENT PLANS (REC. 8)**

CISD lacks procedures to ensure compliance with state regulations regarding updating its district and campus improvement plans annually as required under the Texas Education Code (TEC) §11.253 *Campus Planning and Decision Making*. The district did not prepare a District Improvement Plan (DIP) for 2004–05 and three of the district's 11 schools did not update their 2003–04 Campus Improvement Plans (CIPs), leaving the district and the three schools without a planning process to identify goals, objectives, and strategies ensuring all students meet annual performance expectations. The lack of these plans also does not identify State Compensatory Education (SCE) funds and other resources allocated to at-risk students for 2004–05. District and campus improvement plans constitute the primary record supporting expenditures attributed to the state compensatory education program and are key

documents specifying districtwide and campuswide strategies for instructional program improvement. Two of the schools without 2004–05 CIPs also received a “Missed AYP” ranking from TEA because of low LEP participation in TAKS math in 2003–04.

In 1997–98 and again in 1998–99 the district also lacked a DIP. With the absence of a DIP, campuses do not receive timely direction from the district and are left to make decisions on their own that may not be consistent with decisions made at other schools or at the district level.

CISD also failed to follow its own board policies. CISD’s board policy BQA – Planning and Decision-Making Process states that the district shall have district and campus improvement plans that are developed, evaluated, and revised annually to guide district and campus staff in the improvement of student performance for all student groups in order to attain state standards with respect to the academic excellence indicators.

The district and CISD schools do not have procedures to ensure timely and consistent updating and coordination of these plans or use a consistent format or content for developing their improvement plans. A review of the district and campus improvement plans showed that eight different formats were used (**Exhibit 1-15**). The plans also vary in the terminology and level of detail. Some of the plans differentiate between formative and summative evaluation, while other plans simply have an evaluation column. Some plans refer to strategies while others to initiatives. Plans use terms such as “strategy,” “initial strategy,” and “reform strategy” interchangeably.

With the exception of Desert Hill Elementary, most CIPs use a matrix format to lay out their strategies, timelines, and resources. Some plans include a timeline for each strategy or activity, while others simply specify checkpoints. The different terminology, layout formats, and levels of detail make it difficult to compare plans across education levels, by feeder pattern, or for the district as a whole. Schools do not coordinate their plans with the district or with other schools.

CISD should develop procedures to ensure timely and consistent development of district and campus improvement plans. The central office should develop a DIP and CIP template and train principals and representatives of site-based committees in its use. Following the template format will increase consistency among the improvement plans. CISD’s superintendent should work with the assistant superintendents, principals, and site-based committee representatives to establish an annual schedule for

updating the district and campus improvement plans. The superintendent should develop procedures for district and campus improvement plan submission to the superintendent for review and approval.

### **GIFTED AND TALENTED IDENTIFICATION (REC. 9)**

CISD does not evaluate its Gifted and Talented (G/T) process to ensure equitable student representation by grade level, ethnic, linguistic, and economic diversity as required by the *Texas State Plan for the Education of Gifted/Talented Students*. The state plan guides districts to set-up G/T programs that reflect the population of the district. CISD’s G/T identification and screening processes underidentify G/T students, especially students at the elementary level, and minority, linguistically diverse, and at-risk students, as shown in **Exhibits 1-16, 1-17, and 1-18**. CISD has the smallest percentage of students identified as G/T in comparison to its peer districts, Region 19, and the state. CISD’s percentage of G/T students declined from 1999–2000 through 2003–04 by 21 percent compared with an increase of 19 percent for Region 19 and a decrease of 7.1 percent for the state.

As shown in **Exhibit 1-17**, CISD has very few G/T students in elementary school. In 2004–05, 2.5 percent of students in grades 1–5 are in the G/T program, which is 119 students out of 4,818 districtwide elementary/intermediate students.

CISD also underidentifies Hispanic students (**Exhibit 1-18**). Although 95.5 percent of CISD’s students were Hispanic in 2003–04, 83.0 percent of the students in the gifted and talented programs were Hispanic. However, the program had nearly four times the percentage of Anglo students relative to their representation in the district.

The G/T program also underrepresented limited English proficiency students. Although LEP students comprise 46.4 percent of the district, only 7.9 percent were in the G/T program. Compared with a 29.5 percent representation in the general student population, bilingual students comprised only 4.8 percent of the G/T students. Five or fewer of 870 ESL students were in the G/T program.

Parents, school personnel, and community members can nominate students to the G/T program. Teachers can also submit a nomination list to the G/T campus coordinator. The CISD nomination process has not generated a large pool of nominations. The district communicates with parents about the program only through a letter. The district sends out a letter in English and Spanish to all parents with children in grades 1 through 12 every

**EXHIBIT 1-15  
CISD DISTRICT AND CAMPUS IMPROVEMENT PLANS  
2003-04 AND 2004-05**

<b>DISTRICT/SCHOOL</b>	<b>GOAL/OBJECTIVE FORMAT</b>	<b>STRATEGIES</b>
CISD, East Montana Middle School Clint High School Mountain View High School	District Goal Campus Goal Strategy	What Who When Evaluation Resources
Clint Junior High Horizon High School	District Goal Campus Goal Campus Objective Strategy	Sub-strategy/Activities Person(s) Responsible Timeline Evaluation Resources: Funding Source Fund Number \$ Amount
Montana Vista Elementary	Goal Performance Objective	Strategy Resources Cost Person(s) Responsible Timeline Formative Assessment Summative Assessment
Frank Macias Elementary	District Goal Campus Goal Objective	Initiatives Expected Outcomes Formative Assessment Checkpoints Person(s) Responsible Resources
Carroll T. Welch Intermediate School	District Goal Campus Goal Campus Objective Strategy	Activities Person(s) Responsible Timeline Evaluation Resources
Desert Hills Elementary	Content Area Needs Assessment Initiatives/Strategies Grade Level Goal Objective	Strategy I Checkpoint Dates Person(s) Responsible Resource Allocation Formative Evaluation Summative Evaluation
Wm. David Surratt Elementary	District Goal Performance Objective Summative Evaluation	Action(s) Implementation Needs Assessment Special Populations Person(s) Responsible Timeline Resources Formative Evaluation Documented
Red Sands Elementary	Goal Objective	Initial/Reform Strategies Expected Outcomes Formative Assessment Checkpoint Dates Person(s) Responsible Resources Progress Report

SOURCE: CISD District and Campus Improvement Plans, 2003-04 and 2004-05. Information is taken from the 2003-04 plans for those schools without a 2004-05 CIP.

January and to parents with kindergarten children at the beginning of the second six weeks period. However, very few nominations have come from parents. CISD parents have little awareness of the G/T program and knowledge of the characteristics of a gifted and talented child. The need to increase parent awareness of the program through meetings was identified in 2002-03 by the G/T district

coordinator but never implemented. Teachers have also been conservative in nominating students, because of lack of understanding of what giftedness is, according to the G/T district coordinator.

The screening process and the tests the district uses have several problems. The district does not have a Spanish test for students beyond grade 6. The Screening Assessment for Gifted Elementary and

**EXHIBIT 1-16**  
**G/T STUDENT PARTICIPATION**  
**1999-2000 THROUGH 2003-04**

DISTRICT	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENTAGE POINT CHANGE 1999-2000 TO 2003-04
Rio Grande	9.7%	10.4%	9.6%	9.7%	9.9%	2.1%
San Benito	7.6%	7.7%	7.4%	6.9%	6.9%	(9.2%)
Los Fresnos	7.3%	7.8%	7.8%	8.5%	8.4%	15.1%
Clint	6.2%	6.3%	6.2%	5.4%	4.9%	(21.0%)
Region 19	6.3%	6.8%	7.3%	7.4%	7.5%	19.0%
State	8.4%	8.4%	8.2%	7.8%	7.8%	(7.1%)

Percentage change is defined as 2003-04 values minus 1999-2000 values divided by 1999-2000 values.

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

**EXHIBIT 1-17**  
**G/T STUDENTS BY SCHOOL**  
**2004-05**

SCHOOL	NUMBER OF G/T STUDENTS	PERCENT OF G/T STUDENTS
Desert Hills Elementary School	12	1.4%
Frank Macias Elementary School	14	1.7%
Montana Vista Elementary School	14	1.7%
Red Sands Elementary School	19	2.1%
Wm. David Surratt Elementary School	29	3.7%
Carroll T Welch Intermediate School	31	4.7%
East Montana Middle School	61	6.9%
Clint Junior High School	42	11.3%
Horizon Middle/High School	78	5.9%
Clint High School	59	10.0%
Mountain View High School	79	7.4%
<b>Total</b>	<b>438</b>	<b>4.8%</b>

SOURCE: CISD, Summary of Student Demographics, PEIMS Submission, October 29, 2004.

**EXHIBIT 1-18**  
**CISD STUDENTS AND G/T STUDENTS BY SUB-GROUP**  
**2003-04**

	DISTRICT		G/T PROGRAM	
	NUMBER	PERCENT	NUMBER	PERCENT
Hispanic	8,181	95.5%	347	83.0%
Anglo	332	3.9%	66	15.8%
African American	34	0.4%	*	0.0%
Asian	8	0.1%	*	0.0%
LEP	3,976	46.4%	33	7.9%
Bilingual	2,529	29.5%	20	4.8%
ESL	870	10.2%	*	0.2%
Economically Disadvantaged	7,557	88.2%	316	75.6%
At-risk	5,593	65.3%	73	17.5%
<b>Total</b>	<b>8,564</b>		<b>418</b>	

\*Due to small numbers, data are not reported to protect student anonymity.

SOURCE: Texas Education Agency, AEIS and PEIMS, 2003-04. CISD, December 2004.

Middle School Students (SAGES), an aptitude test for students in grades K-8, did not help with identification. One of the schools tested 80 students, and none managed to score in the 85<sup>th</sup> percentile, the lowest percentile for gifted identification. In other schools, only a few students managed to score in the 85<sup>th</sup> percentile. CISD is in the process of modifying its screening process in spring 2005 by introducing new tests such as the Stanford 10 Achievement Test for English-dominant students, the Aprenda Achievement Test for Spanish-dominant students in K-12, Naglieri Test for abstract ability, and Torrance Test of Creativity for kindergarten students. The Torrance is a K-12 test. It will keep using the

Renzulli teacher questionnaire, a parent questionnaire, and a student anecdotal record, giving students opportunities to write fiction and non-fiction stories. Each school has a G/T committee with at least three members, composed of the administrator, G/T campus coordinator, and a teacher.

Districts that have been successful in making their G/T student population representative of their overall student population educated all parents about giftedness and the nomination and screening process, trained teachers in the identification of gifted students, implemented aggressive campaigns to recruit and identify students, and identified diverse

tests, including non-verbal tests, and measures that best suit their population.

In 1999–2000, Fort Worth ISD developed a process to allow more ethnic and language minority students the opportunity to demonstrate their skills and abilities in order to be considered for the gifted education program. The district trained teachers to identify gifted students, expanded the identification criteria, and included a language-free, culturally fair identification instrument. The identification process looks at multiple criteria over time. All kindergarten and grade 1 students take the Naglieri Nonverbal Ability Test (NNAT) to ensure that no students are overlooked in the nomination process. The kindergarten identification criteria include Scales for Rating Behavioral Characteristics of Superior Students-Revise (SRBCSS-R) and the Student Portfolio/Student Performance. Identification of gifted students in grades 1 through 8 includes the Stanford-9/Aprena test. Identification of gifted students in grades 9 through 12 also uses the released PSAT test. Principals reported that the identification process has improved since more criteria are used and all teachers are trained to identify gifted students. They also said that the NNAT, a language-free, culturally fair measure, has been helpful in identifying gifted ethnic and language minority students.

CISD should evaluate the Gifted and Talented process to ensure equitable student representation by grade level, ethnic, linguistic, and economic diversity as required by the *Texas State Plan for the Education of Gifted/Talented Students*. It should educate all parents about the gifted child and the nomination and screening process and train teachers in the identification of gifted children. It should also evaluate the effectiveness of the changes it plans to implement in the spring of 2005 in its G/T screening process to ensure that the new tests are more effective in identifying gifted and talented students from ethnically, economically, and linguistically diverse populations.

#### **ADVANCED PLACEMENT (REC. 10)**

CISD lacks strategies for increasing student participation in advanced placement (AP) courses and improving performance on AP and college admission exams. In 1999–2000, 14.4 percent of CISD students took AP courses, compared with 19.4 percent for Region 19 and 20.1 percent statewide. In 2002–03, 16.7 percent of CISD students participated in AP courses, compared with 20.7 percent in Region 19 and 19.7 percent statewide. Low participation in pre-AP and AP courses was evident even among students identified as G/T. Until February 2005, 41 CISD G/T high school students did not take any pre-AP, AP, or dual credit courses. Thirty-one of

these students, or 52.5 percent of the 59 G/T students in Mountain View High School, did not participate in any pre-AP or AP courses. Because of written communication from the G/T coordinator, Clint High School and Horizon High School placed their G/T students in pre-AP and AP classes and Mountain View High School started to provide a 30-minute interdisciplinary enrichment period to its G/T students.

Between 1998–99 and 2001–02, CISD student performance on AP exams improved both in percentage of AP scores exceeding criterion and the percentage of examinees with scores exceeding criterion but declined in 2002–03. CISD remained below state average from 1998–99 through 2002–03. However, it exceeded regional averages in 2000–01 and 2001–02 in percentage of scores exceeding criterion. It also exceeded regional averages from 2000–01 through 2002–03 in percentage of AP examinees with scores exceeding criterion (**Exhibit 1-19**).

The percentage of CISD students taking AP exams varied from 1998–99 to 2002–03. Compared with peer districts, CISD had the highest percentage of students taking AP exams in 1998–99 and 1999–2000 and the second highest in 2002–03. It had the lowest participation rate in AP exams in 2000–01 and the second lowest in 2001–02 (**Exhibit 1-20**).

CISD does not publicize its AP program or encourage students to participate. The 2003–04 CISD District Improvement Plan (DIP) and the 2004–05 high school Campus Improvement Plans (CIPs) do not mention the AP program. While the Mountain View High School CIP addresses G/T students, it does not mention the AP program. CISD paid for training for AP teachers during the summer of 2004, but only 11 teachers took advantage of the opportunity. Training teachers assigned to AP classrooms supports both the content area, skills, and strategies needed for students to be successful in preparing for post-secondary education.

The concept behind the AP program is to provide college-level courses to high school students to ease the transition to college. According to the College Board, the organization that manages the Scholastic Aptitude Test (SAT), the number of advanced courses that students complete is one of the best predictors of success on the SAT and in college. Participation in AP courses benefits students by exposing them to college-level academic content and challenging them to complete more rigorous coursework. Students with qualifying examination scores can also earn college credit. Even without taking the exams, students who take AP courses

**EXHIBIT 1-19**  
**CISD, REGION 19, AND STATE PERFORMANCE ON ADVANCED PLACEMENT**  
**EXAMINATIONS**  
**1998-99 THROUGH 2002-03**

	1998-99	1999-2000	2000-01	2001-02	2002-03
Percent Taking Advanced Placement Courses					
Clint	15.1%	14.4%	12.8%	15.7%	16.7%
Region 19	15.2%	19.4%	19.1%	22.2%	20.7%
State	17.5%	20.1%	19.3%	19.4%	19.7%
Percent Taking AP Tests					
Clint	15.8%	21.0%	12.1%	15.8%	21.2%
Region 19	10.8%	13.5%	14.5%	14.6%	14.7%
State	11.0%	12.7%	14.3%	15.0%	16.1%
Percent of All AP Scores Exceeding Criterion					
Clint	12.9%	30.8%	34.8%	49.7%	31.8%
Region 19	35.1%	35.6%	33.7%	32.3%	32.5%
State	55.7%	53.9%	50.1%	52.9%	51.4%
Percent of AP Examinees with Scores Exceeding Criterion					
Clint	15.6%	43.0%	45.1%	59.3%	46.4%
Region 19	43.0%	44.3%	42.3%	39.7%	40.6%
State	58.6%	57.9%	54.0%	56.8%	56.0%

SOURCE: Texas Education Agency, AEIS, 1999-2000 through 2003-04. NOTE: Data is available the following year or 1998-99 through 2002-03.

**EXHIBIT 1-20**  
**PERCENT OF STUDENTS TAKING ADVANCED PLACEMENT EXAMS**  
**CISD, PEER DISTRICTS, REGION 19, AND THE STATE**  
**1998-99 THROUGH 2002-03**

	1998-99	1999-2000	2000-01	2001-02	2002-03
Clint	15.8%	21.0%	12.1%	15.8%	21.2%
Rio Grande	15.2%	10.2%	17.7%	19.8%	22.0%
Los Fresnos	9.4%	19.5%	21.3%	18.8%	19.3%
San Benito	4.6%	15.1%	15.6%	13.4%	10.9%
Region 19	10.8%	13.5%	14.5%	14.6%	14.7%
State Average	11.0%	12.7%	14.3%	15.0%	16.1%

SOURCE: Texas Education Agency, AEIS, 1998-99 through 2003-04.

often receive more favorable consideration in the college admission process. The Texas Education Agency's report *Advanced Placement and International Baccalaureate Examination Results in Texas 2002-03* shows that students who take advanced placement courses and receive scores of 3 or higher on AP exams perform better in college, are more likely to graduate in four years, graduate with honors, and continue in a graduate program.

CISD offers pre-AP and AP courses only at the high school level. Clint High School offers pre-AP and AP courses in the four core areas and in German and Spanish. Horizon High School offers pre-AP courses in the four core areas and an AP course in Spanish. Mountain View High School offers pre-AP courses in the four core areas and AP courses in English, math, science, and Spanish. The College Board offers 34 AP courses in 19 subject areas. CISD offers AP courses only in six subject areas. CISD began to supplement its advanced placement program in 2004-05 by offering dual-credit courses with the El Paso Community College in English, history, government, and psychology. Dual credit courses are available in two of CISD's high schools, Clint High School and Horizon High School. Dual-credit

courses are courses that students can take in high school and receive both high school credit and college credit for their work.

Generally, colleges award credit for scores of 3, 4, or 5 on AP exams. **Exhibit 1-21** shows the number of AP exams CISD students took from 2001-02 through 2003-04 and the number and percentage scoring 3 or better. While the number of AP exams CISD students took increased during that period, the percentage of exams with scores of 3 or higher decreased.

CISD students performed well only on AP Spanish language and Spanish literature exams, two of nine AP subject areas. One hundred and one, or 92.7 percent, of the 109 scores of 3 or higher that CISD students received on AP exams in 2003-04 were in Spanish language and Spanish literature. None of the students scored 3 or higher in German, government, microeconomics or U.S. History. Only seven of the 98 tests taken (or 7.1 percent) in biology, calculus, English language/composition, and English literature yielded a score of 3, and one yielded a score of 4. None yielded a 5 (**Exhibit 1-22**).

CISD students are also performing below regional and state levels on the SAT and the ACT

**EXHIBIT 1-21  
PERFORMANCE ON ADVANCED PLACEMENT EXAMINATIONS  
2001-02 THROUGH 2003-04**

YEAR	NUMBER OF AP EXAMINATIONS	NUMBER WITH GRADE 3 OR HIGHER	PERCENT OF GRADE 3 OR HIGHER
2001-02	106	70	66.0%
2002-03	129	61	47.3%
2003-04	254	108	42.5%

SOURCE: CISD Student Grade Roster 2001-02 through 2003-04.

**EXHIBIT 1-22  
CISD ADVANCED PLACEMENT EXAMINATION GRADES  
2003-04**

COURSE DESCRIPTION	STUDENTS TAKING EACH EXAM	GRADE OF 3 (QUALIFIED)	GRADE OF 4 (WELL-QUALIFIED)	GRADE OF 5 (EXTREMELY WELL-QUALIFIED)
Biology	34	*	*	*
Calculus	31	*	*	*
English Language/Composition	22	*	*	*
English Literature	11	*	*	*
Spanish Language	79	*	28	47
Spanish Literature	29	16	*	*
German	7	*	*	*
Government	23	*	*	*
Micro-economics	16	*	*	*
U.S. History	*	*	*	*
Total	254	26	34	48
Percent with Grades 3, 4, or 5	42.5%	10.2%	13.4%	18.9%

\*Five or fewer students.

SOURCE: College Board Student Grade Roster, May 2004.

**EXHIBIT 1-23  
PERCENT OF STUDENTS TAKING SAT/ACT EXAMS, MEETING CRITERIA  
2003-04**

DISTRICT	STUDENTS TAKING SAT/ACT EXAMS	STUDENTS MEETING SAT/ACT CRITERIA	MEAN ACT SCORE	MEAN SAT SCORE
Rio Grande	67.6%	5.6%	16.2	934
Clint	50.6%	5.7%	18.0	821
Los Fresnos	47.2%	14.9%	19.1	887
San Benito	44.9%	4.8%	18.0	849
Region 19	69.7%	10.1%	18.2	859
State	62.4%	27.2%	19.9	989

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

Assessment, as shown in Exhibit 1-23. While, compared with its peers, CISD had the second highest percentage of students taking the SAT/ACT, the district was below the Region 19 and statewide percentages. Performance of CISD students on the tests was poor. Only 5.7 percent of CISD students met or exceeded the SAT/ACT criteria, significantly below the Region 19 and state percentages of 10.1 and 27.2, respectively. CISD's ACT average score of 18.0 was below both regional and state averages of 18.2 and 19.9, respectively. CISD's average SAT score of 821 was the lowest among its peers. The CISD SAT average score was 38 points below the

Region 19 average score and 168 points below the state average.

The majority of CISD teachers who responded to the School Review survey did not think that the district effectively prepares students for post-secondary education. Only 41 percent of the teachers agreed that the district meets the needs of college-bound students. Only 31 percent considered the district's advanced placement program to be effective (Exhibit 1-24).

Districts with high participation in AP courses and exams and high performance on AP and college

**EXHIBIT 1-24  
CISD TEACHER SURVEY**

STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
The needs of the college-bound student are being met.				
7%	34%	34%	20%	5%
The district has an effective advanced placement program.				
2%	29%	56%	10%	3%

\* 266 teachers responded to the survey.

SOURCE: Legislative Budget Board, School Review Survey, December 2004.

admission exams integrate their AP program into their curriculum by preparing students academically to take advanced courses before they reach high school. These districts set participation goals and offer multiple pre-AP courses starting in middle school. They offer training to AP and regular education teachers in test-taking strategies. Districts also offer tutorials on test-taking strategies and provide access to computer labs supplied with applicable software. For example, W.T. White High School in Dallas ISD, with a 77 percent minority student population, enrolls 67 percent of its students in pre-AP and AP programs. The school offers a wide range of advanced placement classes and was one of three schools in the U.S. to win the 2003 College Board AP Inspiration Award for exemplary work in improving the academic environment and helping economically disadvantaged students go to college. More than 80 percent of graduates attend four-year colleges and 11 percent attend two-year colleges.

Districts like Dripping Springs ISD also encourage students to enroll in G/T activities such as debate, humanities, G/T independent study courses, dual-credit courses, or the G/T summer academy because these activities increase students' performance on AP and college admission exams.

CISD should develop and implement strategies to improve student participation and performance on pre-advanced placement (Pre-AP) courses and advanced placement (AP) and college admission examinations. CISD should stress the importance of college preparation through all grade levels. It should prepare students academically to take pre-AP and AP courses and offer resources such as test preparation tutorials to improve student success on AP and college admission exams. CISD should set pre-AP and AP participation targets and offer multiple pre-AP courses starting in middle school.

**LIBRARY STAFFING (REC. 11)**

Seven of the 11 CISD libraries are not adequately staffed to facilitate student learning according to the *School Library Program Standards: Guidelines and Standards*. In 2003–04, the district had six librarians, a teacher serving as a librarian, and eight library aides. CISD had a certified librarian in each of its three middle schools and three high schools. None of the elementary libraries has certified librarians. The district's five elementary schools are staffed by aides or by a teacher acting as a librarian. In total the district's libraries are understaffed by five certified librarians and 2.5 aides, according to the minimal standards set by the Texas State Library and Archives Commission (TSLAC).

The TSLAC criteria classify libraries into four categories: exemplary, recognized, acceptable, and below standard. The TSLAC public school library staffing standards are based on schools' average daily attendance (ADA). **Exhibit 1-25** shows TSLAC standards for professional and non-professional staff.

**Exhibit 1-26** shows 2003–04 student enrollment for each CISD school and the number of professional and paraprofessional library staff and compares these statistics to the TSLAC acceptable standards. None of the five elementary schools has certified librarians; one elementary school has a teacher serving as a librarian. The elementary schools are also short one paraprofessional. The three intermediate/middle schools are short 1.5 paraprofessionals. The three high schools meet the acceptable staffing standard. The middle and high school librarians said that the lack of certified librarians in the elementary schools results from a combination of difficulty finding certified librarians in the district's geographical area and the district's reluctance to pay competitive librarian salaries. A district administrator attributed the lack of certified librarians primarily to the difficulty of finding certified librarians. Rio Grande

**EXHIBIT 1-25  
TSLAC LIBRARY STANDARDS STAFFING  
2004**

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

SOURCE: Texas State Library and Archives Commission (TSLAC), *School Library Programs: Standards and Guidelines for Texas, 2004*.

**EXHIBIT 1-26****CISD ENROLLMENT, NUMBER OF LIBRARIANS AND LIBRARY AIDES, TSLAC STANDARDS BY CAMPUS 2003-04**

CAMPUS	ENROLLMENT	ADA*	LIBRARIANS	TSLAC STANDARDS	OVER/ (UNDER)	LIBRARY AIDES	TSLAC STANDARDS	OVER/ (UNDER)
Desert Hills ES	618	587	0.0	1.0	(1.0)	1.0	1.0	0.0
Frank Macias ES	853	810	0.0**	1.0	**	0.0	1.0	(1.0)
Montana Vista ES	838	796	0.0	1.0	(1.0)	1.0	1.0	0.0
Red Sands ES	934	887	0.0	1.0	(1.0)	1.0	1.0	0.0
Wm. David Surratt ES	579	550	0.0	1.0	(1.0)	1.0	1.0	0.0
Carroll T. Welch Intermediate	743	706	1.0	1.0	0.0	0.0	1.0	(1.0)
East Montana MS	883	839	1.0	1.0	0.0	1.0	1.0	0.0
Clint JHS	344	327	1.0	1.0	0.0	0.0	0.5	(0.5)
Horizon MS/HS	994	944	1.0	1.0	0.0	1.0	1.0	0.0
Clint HS	732	695	1.0	1.0	0.0	1.0	1.0	0.0
Mountain View HS	1,046	994	1.0	1.0	0.0	1.0	1.0	0.0
<b>Total</b>	<b>8,564</b>	<b>8,135</b>	<b>6.0</b>	<b>11.0</b>	<b>(5.0)</b>	<b>8.0</b>	<b>11.0</b>	<b>(2.5)</b>

\* ADA was calculated by multiplying school membership (enrollment) by 95 percent.

\*\* A teacher serving as librarian.

SOURCES: Texas Education Agency, PEIMS 2003-04. Texas State Library and Archives Commission (TSLAC), School Library Programs: Standards and Guidelines for Texas, 2004. CISD Campus Support Staff Roster, 2004.

ISD and San Benito ISD have certified librarians in all their schools.

Librarians in the middle and high school libraries said that the current staffing ratios impede the delivery of quality services to students. Intermediate and middle school librarians find themselves operating as clerks rather than spending their time working with teachers and students on instructional and research strategies. Although the three high schools libraries' staffing levels meet the TSLAC's acceptable standards, the number of staff is not sufficient because these libraries are also open to the public, operating until 8 PM four days during the week and until 12 PM on Saturday.

The district should hire additional librarians and library aides to adequately staff all libraries to meet Texas State Library and Archives Commission (TSLAC) school library standards. To meet the acceptable standard for library staffing, CISD should hire 5.0 certified librarians and 2.5 library aides to meet student needs. The fiscal impact of this recommendation beginning in 2005-06 is based on a salary of a librarian with five years experience (\$37,681 + \$2,000 stipend) and an average library paraprofessional salary \$15,393 (\$10.81 per hour x 8 hours a day x 178 days). CISD's fringe benefit rate is 10 percent and includes retirement and FICA;

CISD's medical benefits are \$233/month or \$2,796 annually.

The annual cost of hiring five librarians is \$232,475. The annual salary and fringe benefits for a librarian is (\$37,681 base salary + \$2,000 stipend x 1.10) + (\$233/month x 12 months) = \$43,649 + \$2,796 = \$46,445. The cost of hiring 5 librarians is \$46,445 x 5 = \$232,225.

The annual salary and benefits of a library aide is (\$15,393 x 1.10) + (\$233/month x 12 months) = \$16,932 + \$2,796 = \$19,728. The annual cost of hiring a half-time aide is \$15,393 / 2 = \$7,697. Part-time aides do not receive benefits. The cost of hiring 2 library aides is \$19,728 x 2 = \$39,456. The cost of hiring 2.5 library aides is \$39,456 + \$7,697 = \$47,153.

The total cost of implementing this recommendation is \$279,378 annually.

**LIBRARY COLLECTION (REC. 12)**

CISD is not equitably distributing its library materials across schools. Six of the district libraries have collections that do not meet the minimum acceptable state standard. One library meets the acceptable standard and four libraries have collections that exceed the standard. The *School Library Programs Standards and Guidelines for Texas* defines an "Acceptable" collection as a balanced collection of

9,000 books, audiovisual software, and multimedia, or at least 20 items per student at elementary level, at least 16 items per student at middle school level, and at least 12 items per student at high school level, whichever is greater. A “Recognized” collection is defined as a balanced collection of at least 10,800 books, audiovisual software, and multimedia, or at least 22 items per student at elementary level, at least 18 items per student at middle school level, and at least 14 items per student at high school level, whichever is greater. An “Exemplary” collection is a balanced collection with at least 12,000 books, audiovisual software, and multimedia, or at least 24 items per student at elementary level, at least 20 items per student at middle school level, and at least 16 items per student at high school level, whichever is greater.

In December 2003, the district conducted a collection analysis of its libraries. The results of the collection analysis are presented in Exhibits 1-27 and 1-28. A comparison of the district’s library holdings to the state acceptable minimum standard shows that six of the 11 schools do not meet the minimum standard for the number of library holdings. These include two elementary schools, an intermediate school, two middle schools, and one middle/high school. The librarians said that the

inequitable distribution of library holdings across schools is a result of the rapid growth of the district. Each time the district opens a new school it redistributes library holdings across the schools instead of purchasing a new collection for the new school, which decreases the existing libraries’ collections.

CISD should bring all of its libraries up to minimum acceptable standards. CISD should redistribute the books in its five elementary libraries equitably. CISD had an average daily attendance of 3,630 elementary students in 2003–04 and an elementary library collection of 71,990 items. To meet the acceptable standard, CISD needs an elementary library collection of 72,600 items (3,630 students x 20 items per student). CISD is short 610 books in its elementary library collection to meet the acceptable standard. CISD should purchase 8,193 books (4,516 + 886 + 2,791) for its intermediate and middle schools to meet the acceptable standard. CISD also needs to purchase 2,290 books for Horizon Middle/High School.

The average cost of a child or young adult book in 2004 was \$19.31. CISD needs to purchase a total of 11,093 (610 + 8,193 + 2,290) books at a one-time cost of \$214,206 (11,093 x \$19.31 per book).

**EXHIBIT 1-27  
ENROLLMENT, LIBRARY HOLDINGS, BOOKS PER STUDENT, TSLAC STATUS  
2003–04**

SCHOOL	AVERAGE DAILY ATTENDANCE	NUMBER OF BOOKS	NUMBER OF BOOKS PER STUDENT	TSLAC LIBRARY STATUS
Desert Hills ES	587	12,394	21.1	Acceptable
Frank Macias ES	810	7,105	8.8	Below Standard
Montana Vista ES	796	19,167	24.1	Exemplary
Red Sands ES	887	15,911	17.9	Below Standard
Wm. David Surratt ES	550	17,413	31.7	Exemplary
Carroll T. Welch Intermediate	706	6,780	9.6	Below Standard
East Montana MS	839	12,538	14.9	Below Standard
Clint JHS	327	6,209	19.0	Below Standard
Horizon M/HS	944	9,038	9.6	Below Standard
Clint HS	695	16,761	24.1	Exemplary
Mountain View HS	994	15,771	15.9	Exemplary

SOURCE: Texas Education Agency, PEIMS 2003–04, CISD Title Wise Collection Analysis 2004.

**EXHIBIT 1-28  
NUMBER OF BOOKS OF BELOW STANDARD LIBRARIES  
2003–04**

SCHOOL	NUMBER OF BOOKS FOR ACCEPTABLE STANDARD BASED ON ENROLLMENT	NUMBER OF BOOKS IN SCHOOL COLLECTION	NUMBER OF BOOKS BELOW ACCEPTABLE STANDARD
Frank Macias ES	16,200	7,105	9,095
Red Sands ES	17,740	15,911	1,829
Carroll T Welch Intermediate	11,296	6,780	4,516
East Montana MS	13,424	12,538	886
Clint JHS	9,000	6,209	2,791
Horizon M/HS*	11,328	9,038	2,290
<b>Total</b>	<b>78,988</b>	<b>57,581</b>	<b>21,407</b>

NOTE: Number of books needed for Acceptable standard was calculated at 12 books per student, 16 for High School and 20 books per student for elementary.  
SOURCE: CISD Title Wise Collection Analysis 2004.

**GRANTS (REC. 13)**

CISD’s process for securing grants is fragmented, leaving staff unaware of grant opportunities and grant preparation resources. CISD does not have a grant coordinating position or anyone assigned to the preparation of grants. The Department of Instructional Services had a position of coordinator of grants that reported to the director of federal programs; however, the position was eliminated in 2003–04 after it was assigned for a few months to the Disciplinary Alternative Education Program coordinator.

With the exception of the Federal Programs Department, which applies for Title grants, there is no support for grant activities such as systematically looking for grant opportunities, communicating grant opportunities to appropriate staff, grant writing, and management of grants awarded. District staff said that they had to forego several grant opportunities due to lack of support and resources for preparing and writing grant proposals. While many districts recognize grants as an important source for supplementing instructional and technology resources, CISD does not pursue grant opportunities aggressively. The district’s procedures for grant routing and for getting approval for the preparation and submission of grants and the

associated forms are out of date. CISD has not been successful in securing several non-federal grants since 2003–04. The grants CISD received between 2002–03 and 2004–05 exclusive of Title grants are listed in **Exhibit 1-29**.

Edinburg ISD has a district grant development office that coordinates the development, implementation, monitoring, and evaluation of districtwide elementary and secondary grant programs under the Department of Curriculum and Instruction. The office also offers technical assistance to departments and schools on individual grant initiatives. A grant writer is available for technical assistance and guidance to departments and school-based initiatives. The grant writer helps with the organization of grant writing teams and offers grant writing workshops and training to district staff. All district grant initiatives are directed through the superintendent’s administrative team for grant development. While the district encourages and supports individual, school, and departmental grant writing initiatives, all grant applications and proposals have to be submitted to the grant development office for review and approval. To help with grant writing, the grant development office has a website and a template for grant proposals.

CISD should centralize the district’s grant application and preparation process by assigning it to

**EXHIBIT 1-29  
CISD GRANTS  
2002–03 THROUGH 2004–05**

GRANT	FUNDING SOURCE	OBJECTIVE	YEAR(S)	AMOUNT
CASASTART	U.S. Department of Justice and El Paso County	Provide students in grades 5 and 6 who have attendance and discipline problems with family counseling	2002–03 2003–04	\$250,000 \$250,000
Prices Give’m Five	Price’s Dairy	Provide reading materials and activities for the five elementary schools	2002–03	\$28,000
High School Completion Grant	Texas Education Agency	Provide academic services for students who failed a course or did not pass TAKS	2003–04	\$145,000
Literacy Grant	AT&T	To purchase books for libraries	2004	\$2,500
Tobacco Grant	Tex Comp Office	Promote anti-tobacco products	2002–03	\$5,000
CATCH Grant	Region 19 Education Service Center	Promote healthy eating and exercise habits in elementary school children	2002–03 2003–04	\$10,000 \$10,000
Community Health Clinic Grant	Texas Department of Health and Texas Tech	Build and provide health services to the Horizon area children	2002–03 2003–04 2004–05	\$123,000 \$92,000 \$72,000
9 <sup>th</sup> Grade Initiative	Texas Education Agency	Support freshmen programs and increase completion rate	2002–03 2003–04	\$150,000 \$150,000
AP/IB Project	Region 14 Education Service Center	Identify economically disadvantaged students not in the AP program and encourage, assist, and support them in pre-AP and AP classes.	2003–04	\$25,000
<b>Total</b>			<b>2002–03 through 2004–05</b>	<b>\$1,312,500</b>

SOURCE: CISD Assistant Superintendent for Instructional Services, January 2005.

the Federal Programs Department. This department is experienced in the preparation of federal grants and their monitoring. The department should be responsible for looking for grant opportunities, informing appropriate staff of available opportunities, and assisting with grant preparation.

The department should update the district’s grant routing and preparation procedures and clearly identify timelines and person responsible for grant

review and approval. The department, with the help of the Technology and Information Services Department, should create a grant website with information on the grant preparation process, grant opportunities, and grant proposal tips.

For background information on Educational Service Delivery, see p. 161 in the General Information section of the appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>		<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 1: EDUCATIONAL SERVICE DELIVERY</b>								
1.	Develop and implement an evaluation system and calendar ensuring that all programs are evaluated on a regular basis.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2.	Develop curriculum guides for all subject areas and grade levels and a curriculum management system for monitoring, reviewing, and updating the guides.	(\$53,550)	(\$53,550)	(\$52,275)	(\$16,250)	(\$16,250)	(\$191,875)	\$0
3.	Increase the number of English as a Second Language (ESL) certified teachers by providing financial incentives.	(\$8,440)	(\$8,440)	(\$8,440)	(\$8,440)	(\$8,440)	(\$42,200)	\$0
4.	Track reasons why students refuse to participate in the bilingual/ESL program, and implement a parent information program about the benefits of the program.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5.	Incorporate Career and Technology Education (CATE) objectives and strategies in all middle and high school Campus Improvement Plans (CIPs) to ensure students equitable access to all courses.	(\$88,490)	(\$88,490)	(\$88,490)	(\$88,490)	(\$88,490)	(\$442,450)	\$0
6.	Coordinate professional development districtwide.	\$0	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$10,000)	(\$4,000)
7.	Reduce teacher absence from the classroom by offering mini professional development courses.	\$71,875	\$71,875	\$71,875	\$71,875	\$71,875	\$359,375	\$0
8.	Develop procedures to ensure timely and consistent development of district and campus improvement plans.	\$0	\$0	\$0	\$0	\$0	\$0	\$0

**FISCAL IMPACT (CONTINUED)**

<b>RECOMMENDATION</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 1: EDUCATIONAL SERVICE DELIVERY</b>							
9. Evaluate the Gifted and Talented process to ensure equitable student representation by grade level, ethnic, linguistic, and economic diversity as required by the Texas State Plan for the Education of Gifted/Talented Students.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10. Develop and implement strategies to improve student participation and performance on pre-advanced placement (Pre-AP) courses and advanced placement (AP) and college admission examinations.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
11. Hire additional librarians and library aides to adequately staff all libraries to meet TSLAC school library standards.	(\$279,378)	(\$279,378)	(\$279,378)	(\$279,378)	(\$279,378)	(\$1,396,890)	\$0
12. Bring all library collections up to minimum acceptable standards.	\$0	\$0	\$0	\$0	\$0	\$0	(\$214,206)
13. Centralize the district's grant application and preparation process by assigning it to the Federal Programs Department.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 1</b>	<b>(\$357,983)</b>	<b>(\$360,483)</b>	<b>(\$359,208)</b>	<b>(\$323,183)</b>	<b>(\$323,183)</b>	<b>(\$1,724,040)</b>	<b>(\$218,206)</b>





# Chapter 2

## District Management



## **CHAPTER 2**

### **DISTRICT MANAGEMENT**

District management is a joint effort between a district's school board members, superintendent, administration, staff, and community. Clint Independent School District (CISD) faces a unique challenge in planning for its fast-growth community because it serves multiple municipalities. The district draws students from the towns of Clint, Horizon City, and an unincorporated area called East Montana.

CISD's Community Relations Office is responsible for providing effective communication and public relations between the district and the community. The Community Relations Office manages the district's internal and external communications efforts such as media and public relations, community relations, and the development and dissemination of districtwide publications.

In addition, the board, comprised of seven members, governs the district. Members are elected at-large to staggered three-year terms. Elections are held annually with a minimum of two and maximum of three board members standing for election. **Exhibit 2-1** presents the board members, their positions, and term information.

Dr. Donna Smith served as the district's superintendent from September 10, 2002 until her resignation, which was effective December 17, 2004. The board unanimously voted on December 15, 2004 to designate CISD deputy superintendent Ricardo Estrada as the interim superintendent and subsequently appointed him as CISD's permanent superintendent on January 12, 2005.

#### **ACCOMPLISHMENTS**

- CISD has worked to create partnerships with civic and business organizations to supplement instructional service delivery for students. Though the three communities that comprise CISD provide a limited number of potential civic and business partners, the district has

aggressively sought to create opportunities to partner with local organizations to strengthen district services.

- CISD uses several forms of media formats to disseminate information about the district such as district and campus websites, press releases, print media, and internal and external newsletters.
- CISD joined a community involvement consortium comprised of local school districts and Regional Education Service Center XIX, (Region 19), to explore ways of maximizing community and parental involvement in schools.

#### **FINDINGS**

- The district lacks a self-assessment process to allow it to constructively address board member conduct related to provisions within CISD's Board Operating Procedures Manual.
- The Clint ISD community comprised of three distinct communities—Clint, East Montana, and Horizon City—is not proportionally represented by the school board as a result of all board members living within a single sector of the community.
- CISD lacks a policy presentation format that contains critical information in an organized, easy-to-follow manner to assist board members in making informed decisions.
- CISD does not have a formal comprehensive strategic plan that links its goals and objectives to its budget and instead uses its District Improvement Plan (DIP) as a substitute for a comprehensive strategic plan. The DIP only focuses on its annual instructional program needs and does not incorporate operational long-range planning for areas such as transportation, food service, facilities, and asset and risk management.

#### **EXHIBIT 2-1**

##### **CISD BOARD MEMBERS**

<b>BOARD MEMBER NAME</b>	<b>POSITION</b>	<b>DISTRICT</b>	<b>TERM EXPIRATION</b>	<b>YEAR ELECTED</b>
James R. Pendell	President	At-Large	2005	1993
Janice Armstrong	1 <sup>st</sup> Vice President	At-Large	2005	2002
Paul T. James	2 <sup>nd</sup> Vice President	At-Large	2007	2001
Mary Macias	Secretary	At-Large	2007	1998
Fred Martinez	Member	At-Large	2007	1991
Robert Lara	Member	At-large	2006	2000
Alfred P. Gonzalez	Member	At-large	2006	2000

NOTE: NO NEW MEMBERS WERE ELECTED TO THE BOARD FOR 2005.  
SOURCE: CISD, December 2004.

- The district’s mainly English only website is not being maximized so that all district stakeholders can be effectively served. CISD does not maintain its website in Spanish, yet a large percentage of students and district residents have limited English language proficiency.
- CISD has not established an educational foundation that could assist with additional funding for instructional and enrichment programs.
- The community involvement strategies in CISD’s 2003–04 District Improvement Plan (DIP) are not comprehensive and do not have measures for identifying areas for improvement. Though the district has done a commendable job of establishing linkages with area organizations and businesses, it does not regularly track community services or volunteer hours donated by partner organizations.

### **RECOMMENDATIONS**

- **Recommendation 14 (p. 37): Amend the Board Operating Procedures Manual to include provisions to more effectively govern board member conduct.** CISD should update its *Board Operating Procedures Manual* to include provisions requiring the board to undergo a mandatory self-assessment, conduct an annual board effectiveness audit, conduct quick meeting reviews, and create a process for individual board member reviews.
- **Recommendation 15 (p. 41): Amend the local board election policy to ensure equity in board representation.** By amending CISD’s board election policy, the district will provide an opportunity for all sectors of the district to be more equitably represented and will decrease the likelihood that the interests of any single area within the community is unfairly dominating the resources or attention of the district.
- **Recommendation 16 (p. 42): Provide board members with adequate executive summary level information that is organized and analyzed.** The administration should ensure that each item for board vote is accompanied by a written analysis. The format should be developed by board members and include a brief background on the item being voted on, costs associated with approving or rejecting the item, how the item supports or undermines stated district goals and objectives, and if applicable, the item’s projected effect on classroom instruction.
- **Recommendation 17 (p. 43): Create a comprehensive strategic planning process that links the district’s goals and objectives to the budget.** The district should establish a comprehensive strategic planning process to outline the goals and objectives for all of the district’s operations, identify the resources required to accomplish the goals, forecast the dates for completion, and designate the person(s) within the district responsible for achieving the goals within an established timeline. The strategic plan should also include performance measures for each goal and objective. This plan should serve as the basis for the operations of the district.
- **Recommendation 18 (p. 44): Provide the option to view the district’s website contents in Spanish.** According to the latest U.S. Census figures, two-thirds of CISD residents speak English as a second language. In addition, 46 percent of the district’s students are classified as having limited English language proficiency. Translating the district’s website contents into Spanish will allow more students and residents to access district information.
- **Recommendation 19 (p. 45): Establish a CISD Educational Foundation.** The foundation should consist of representatives from area business and civic organizations. The primary mission of the foundation should be to coordinate districtwide fundraising initiatives. Any money from fundraising should be used for instructional and enrichment programs.
- **Recommendation 20 (p. 45): Amend the District Improvement Plan (DIP) to include a comprehensive community needs assessment and evaluation of community initiatives.** Modifying the district’s existing DIP to include a comprehensive needs assessment component will enable CISD to have a base measurement tool to help improve community involvement initiatives.

### **DETAILED ACCOMPLISHMENTS**

#### **COMMUNITY INVOLVEMENT PARTNERSHIPS**

CISD has worked to create partnerships with civic and business organizations to supplement instructional service delivery for students. Though the three communities that comprise CISD provide a limited number of potential civic and business partners, the district has aggressively sought to create

opportunities to partner with local organizations to strengthen district services.

The Partners in Education Program encourages local business and civic organizations to contribute supplies and materials, services, and/or time to support academic and extracurricular functions. Program participation increased from 64 organizations in 2003–04. As a result of aggressively seeking partnerships through campus contacts and parent groups, the district has grown by an additional 34 partners for a total of 98 organizations in 2004–05. Since its inception, the Partners in Education Program has generated more than \$25,000 in cash and in-kind donations for instruction-related programs and recreational activities for CISD students.

**Exhibit 2-2** presents a sample of organizations involved in the Partners in Education Program.

In addition to the Partners in Education Program, several community-based organizations individually contribute educational, social, and financial-related services to the district. To ensure that the services provided are properly structured, CISD maintains Memorandums of Understanding (MOU) with each organization to clarify roles and responsibilities, document specific services to be provided, and list general terms and conditions regarding the service. **Exhibit 2-3** presents a sample of the district’s MOU partners and summary of the services provided.

These partnerships have enabled the district to improve the level at which it both serves and is served by the CISD community.

**EXHIBIT 2-2  
2004–05 PARTNERS IN EDUCATION\***

<b>HIGH SCHOOL ORGANIZATIONS</b>	<b>MIDDLE SCHOOL ORGANIZATIONS</b>	<b>ELEMENTARY ORGANIZATIONS</b>
<ul style="list-style-type: none"> <li>▪ Macaroni Grill</li> <li>▪ Cattle Barron</li> <li>▪ E.P. Fitness</li> <li>▪ Lube Ngo</li> <li>▪ Krispy Kreme</li> <li>▪ Vintage Car Wash</li> <li>▪ Debbie Bloomers</li> <li>▪ Jaxon’s</li> <li>▪ Great American Land Co.</li> <li>▪ Office Depot</li> <li>▪ Roller King</li> <li>▪ Taco Cabana</li> <li>▪ Sam’s</li> <li>▪ Big 8</li> <li>▪ Bowl El Paso</li> <li>▪ Flicks</li> <li>▪ Tri State Mortgage Co.</li> <li>▪ Terry’s Flowers</li> <li>▪ Silver Steak</li> <li>▪ Target</li> <li>▪ Camino Real</li> <li>▪ Apple Bee Neighborhood</li> <li>▪ Steward Title of El Paso</li> <li>▪ Cinemark</li> <li>▪ Cheddars</li> <li>▪ Skyline Optimist</li> <li>▪ Pot Belly’s Pizza</li> <li>▪ Southern Maid Donuts</li> <li>▪ Super Stop</li> <li>▪ Longhorn Pipeline</li> <li>▪ Montana Vista Grocery</li> <li>▪ Quick Silver</li> <li>▪ Estrada’s Restaurant</li> <li>▪ El Paso SNAX Co</li> <li>▪ Emerald Springs</li> <li>▪ Sam’s Warehouse</li> <li>▪ Delicious Express</li> </ul>	<ul style="list-style-type: none"> <li>▪ Montana Vista Grocery</li> <li>▪ Roller King</li> <li>▪ Putt-Putt Golf and Games</li> <li>▪ Homestead M.U.D.</li> <li>▪ Memo’s Tacos</li> <li>▪ Fruit Tiki Bars</li> <li>▪ Exxon/Silver Streak</li> <li>▪ KBNA Radio Station</li> <li>▪ Texas Dept. of Human Svcs</li> <li>▪ Walgreens</li> <li>▪ Abundant Living Faith Center</li> <li>▪ US Coronado Post Office</li> <li>▪ Texas Dept. of Trans.</li> <li>▪ US Post Office</li> <li>▪ Horizon City Kiwanis</li> <li>▪ Navajo Refinery</li> <li>▪ Operation HeartBeat</li> </ul>	<ul style="list-style-type: none"> <li>▪ Emerald Springs Country Club</li> <li>▪ Horizon Star Bakery</li> <li>▪ Pepperoni’s</li> <li>▪ Sams</li> <li>▪ WalMart</li> <li>▪ House of Pizza</li> <li>▪ Lowes</li> <li>▪ El Paso Connection</li> <li>▪ Kwal Paint</li> <li>▪ West Texas BBQ</li> <li>▪ Horizon Vista Grocery Store</li> <li>▪ McKenzie Construction Co.</li> <li>▪ Teacher’s Federal Credit Union</li> <li>▪ Horizon Vista Food Store</li> <li>▪ Prices Milk</li> <li>▪ Subway</li> <li>▪ Pizza Hut</li> <li>▪ McDonalds</li> <li>▪ Kiwanis International</li> <li>▪ Little Caesars</li> <li>▪ Coyote Cabin</li> <li>▪ VF Jeanwear Lee</li> <li>▪ Johnson Controls</li> <li>▪ United Way</li> <li>▪ Alcoa</li> <li>▪ Phelps Dodge</li> <li>▪ S&amp;S Grocery</li> </ul>

\*NOTE: Some partnerships that support more than one school were only mentioned once.  
SOURCE: CISD Community Relations Office, 2004–05.

**EXHIBIT 2-3  
CISD MOU AGREEMENTS**

<b>ORGANIZATION</b>	<b>SERVICE AGREEMENT</b>
Centro de Salud Familiar La Fe, Inc. dba Casastart	Casastart is based at CISD’s Curriculum and Instruction Complex and offers case management, family services, mentorship, and recreational activities to prevent gang activity, crime and substance abuse.
City of Horizon Police Department	Horizon City agrees to provide the district with an on-site police officer at Horizon High School.
El Paso Area Chapter of the American Red Cross	CISD agrees to allow the El Paso Area Chapter of the American Red Cross to use its buildings and cafeterias for disaster relief (to shelter and feed victims).
El Paso Area Teachers Federal Credit Union	CISD allows the union to operate a credit union branch at Horizon High School. In return, students enrolled in the school’s business magnet program receive valuable training on the banking and financial industry and basic business skills. Horizon High School employees receive the benefit of having convenient, low-cost banking services at their place of employment.
El Paso Boys and Girls Clubs, Inc.	CISD leases two portable buildings and the gymnasium at Montana Vista Elementary School to the El Paso Boys and Girls Clubs, Inc. for afterschool youth programs.
El Paso City-County Health and Environmental District	CISD agrees to make its facilities available in the event of a medical emergency.
El Paso County Sheriff’s Office	El Paso County agrees to provide the district with an on-site police officer at Horizon, Clint, and Mountain View high schools.
El Paso County Water Authority	The district allows the water authority to locate recycling collection centers on district property. CISD does not receive financial compensation. CISD staff and students and community members participate in this program as a way of improving the environment.
El Paso del Norte Region YWCA	The district agrees to provide lunch for students at Red Sands Elementary who are participating in the YWCA’s Education for a Better Tomorrow Program. In addition to running the program, YWCA will reimburse the district \$1 per day per student.
Helen Keller International, Inc.	CISD provides Helen Keller International, Inc. storage space for a mobile unit for selected health services at designated school sites.
Region 19 Education Service Center Coordinated Approach to Child Health Program (CATCH)	The district agrees to implement the Coordinated Approach to Child Health Program (CATCH) at the majority of its elementary schools, including Desert Hills, Frank Macias, Montana Vista, and Surrat elementary schools. The district receives the following: <ul style="list-style-type: none"> <li>▪ \$1,000 grant for program implementation;</li> <li>▪ technical training and support in the areas of food service, curriculum, physical education, and public relations;</li> <li>▪ support in the development of family involvement and community partnerships to ensure long-term success and sustainability; and</li> <li>▪ support for program evaluation.</li> </ul>
Region 19 Education Service Center Pete Duarte Head Start Center	Region 19 leases land from CISD for an infants and toddlers/early childhood Head Start facility and community clinic that serves children and families in the Horizon area.
University of Texas at El Paso (UTEP) and Texas Tech University (Texas Tech) Health Science Center Department of Family Medicine	UTEP and Texas Tech lease space from CISD in the East Montana area to provide family medical services clinics.
YWCA	YWCA agrees to provide case management to pregnant and parenting teens within the district.

SOURCE: CISD, Community Relations Office, 2005.

**INFORMATION DISSEMINATION**

CISD uses several forms of media formats to disseminate information about the district such as district and campus websites, press releases, print media, and internal and external newsletters.

The district coordinates with the Community Relations Office to use the Internet to disseminate information. CISD’s website contains information regarding board meetings, agendas, minutes, press releases, contact information for key personnel, and administrative information (for example, CISD’s policy manual). The website also contains calendars that list important district dates such as holidays and

special events. Additionally, each campus has created or is in the process of creating links to newsworthy events on its website.

Community Relations works with local print media to distribute press releases highlighting the accomplishments of the district, its teachers, and students. Through this relationship, the district assisted with a series of articles in the *El Paso Times* (the major newspaper for the City of El Paso) chronicling the experiences of a Mexican immigrant student as he adjusts to life in the United States and the school district. The district also uses the Clint community newspaper, the *Courier*, to promote larger

special district activities such as bond elections. The district regularly publishes articles highlighting student accomplishments and other district news and posts legal notices and other important announcements.

CISD also produces a community newsletter, the *Clint Communicator*, which is delivered quarterly to district business partners and student households. The *Clint Communicator* is also posted on the district’s website and is written in both English and Spanish. *El Informador De Clint* is the Spanish version of the district’s community newsletter. A total of 6,000 English/Spanish newsletters are distributed externally by mail and another 2,000 copies of the newsletter are distributed to local businesses such as banks, real estate companies, and restaurants.

The *Clint Connection* is the district’s internal newsletter published monthly for district employees. The newsletter mainly contains information pertinent to changes in district policy, procedures, or human resources and is available on the district’s website in English only.

**Exhibit 2-4** presents the district’s major communication tools.

Additionally, the principal at each school appoints key communicators to assist the Community Relations coordinator disseminate information. Key communicators are community volunteers who work closely with principals and a network of teachers at each school to report information and coordinate campus communication activities. The main responsibility of key communicators is to keep the Community Relations coordinator informed of newsworthy events for internal and external communication purposes. As a result, key communicators can also help report important information. Other responsibilities of key communicators include coordinating the publication and dissemination of the campus newsletter and updating campus websites.

**PARENTAL INVOLVEMENT EFFORTS**

CISD has joined a partnership of local districts and Region 19 to explore ways of maximizing community and parental involvement. The coordinator of Community Relations oversees this effort. CISD personnel join staff from El Paso ISD, San Elizario ISD, Fabans ISD, Socorro ISD, Canutillo ISD, Ysleta ISD, Tornillo ISD, and Region 19 to discuss strategies to improve community involvement in their respective school districts. On November 13, 2004, 50 CISD parents attended a parental and community involvement conference hosted by Region 19 in El Paso. The conference offered advice on how to assist the district in serving students. In addition to these partnerships, the district supports parental involvement by maintaining parent centers at all district campuses. The centers are designated areas for parents to gather and help prepare classroom materials for teachers, hold meetings, or hear presentations from community agencies.

The Community Relations coordinator is also responsible for communicating and incorporating the district’s instructional goals regarding community involvement and monitoring parent involvement for Title I programs. The Community Relations coordinator also assists in articulating the district’s curriculum and instructional implementation strategies regarding literacy. Other important Title I-related responsibilities of the coordinator include working with the Department of Instruction to encourage parents and staff to attend parental involvement and parenting training and working with the district’s federal and special projects coordinators regarding regional and districtwide community and parent initiatives.

**DETAILED FINDINGS**

**BOARD COMMUNICATION (REC. 14)**

The district lacks a self-assessment process to allow it to constructively address board member conduct related to provisions within CISD’s *Board Operating Procedures Manual*. CISD’s board has been divided on a number of issues over the past two years, which

**EXHIBIT 2-4**

**CISD COMMUNICATION TOOLS**

<b>COMMUNICATION TOOL</b>	<b>PUBLISHED</b>	<b>AUDIENCE</b>
District Website	Ongoing	CISD Community
Campus Websites	Ongoing	CISD Community for particular campus
Press Releases	As needed	CISD Community
Print Media such as: <i>Courier</i>	As needed	CISD Community
External Newsletter – <i>Clint Communicator, El Informador</i>	Quarterly	CISD Community
Internal Employee Newsletter – <i>Clint Connection</i>	Monthly	CISD Employees
Special Communications	As needed	CISD Community

SOURCE: CISD, Community Relations Office, December 2004.

has contributed to poor communication and an absence of trust among board members. According to board members and administrative staff, four such divisive issues have polarized members and highlighted significantly different perspectives on board member roles. The first issue of contention was the decision in 2003 to give administrative staff the authority to hire and fire district employees. This issue divided the board for two primary reasons. First, some board members believed that preferences in hiring should be given to people in the CISD community and that board control of the hiring process was the only way to ensure that preference. Conversely, other board members believed that administering employment decisions was outside the board's responsibilities. Board members were also divided over the perception that some members wanted to retain hiring authority as a means of micromanaging the district and funneling jobs to friends and family. The second reason this issue was divisive among board members was that some members viewed the administration's drive to assume hiring authority as a deliberate way to shift power from the board and to divide it. Despite these reservations, the measure passed by a 5 to 2 vote.

The next major issue of contention was the decision to alter the district's enrollment policy to allow students to transfer into CISD from outside the district. Clint ISD is experiencing fast growth in the Horizon area and declining enrollment in the Clint area, and a minority of board members did not want to accept transfers from other districts unless the transfers were to the Clint area. Other members felt that a significant number of transfers to the Horizon area would overload the schools in the area and stretch the district's resources. The Texas Education Code (TEC), Chapter 25, Section 25.031 states "the board of trustees of a school district or the board of county school trustees or a school employee designated by the board may assign and transfer any student from one school facility or classroom to another within its jurisdiction." Section 25.035 further states "the boards of trustees of two or more adjoining school districts or the boards of county school trustees of two or more adjoining counties may, by agreement and in accordance with Sections 25.032, 25.033, and 25.034, arrange for the transfer and assignment of any student from the jurisdiction of one board to that of another." CISD's Board Policies, FDA (LOCAL) complies with the TEC and states "to avoid overcrowding of schools and to keep proper balance in enrollments, the administration reserves the right to assign students who transfer into the district while their parents reside elsewhere to any one of the district's schools." This item was originally included on the May 10, 2004 agenda. Two board members were absent from the meeting,

leaving only five board members in attendance. The initiative to accept out-of-district transfers was defeated by a 3 to 2 vote. However, according to several board members and administrators, the two absent board members requested that the item be brought back to the board for another vote in a special session on May 24, 2004. At this meeting, the measure passed by a 4 to 3 vote.

This issue was strongly divisive for several reasons. First, the board members who voted against the change in enrollment policy regarding transfer students felt that placing the item on the agenda for a second vote after its initial defeat was orchestrated by the superintendent as a means to split the board. These board members also said that they believed that the policy was fundamentally unfair to CISD residents who invested in the district by living within its boundaries. They also believed that the policy could possibly lower the district's overall academic performance on TAKS by admitting transfer students who may not be on the same academic level as CISD students. Finally, board members expressed concern with the district's ability to effectively serve new students while it was already struggling to meet the demands of rapid growth.

Board members who voted in favor of the policy change argued that district growth, while rapid, was also uneven and that the policy would bolster enrollment at Clint High School, which has experienced a steady decline in student enrollment. However, the district as a whole expects to double enrollment in the next five years. Board members also said that efforts to block the policy change reflect an unrealistic desire to keep CISD small despite the reality of high growth rates in recent years. Several board members said that they believe their colleagues had personal agendas that were improperly influencing their decisions on the issue.

Board members were again divided by a 4 to 3 vote on May 24, 2004 regarding a motion to award district librarians a \$5,000 supplement. The administration informed the board that there were not enough applicants to fill vacant librarian positions and proposed two solutions: (1) replace the librarians with clerks or (2) increase compensation for librarians to attract certified librarians so the district could meet state standards. Board members who voted for the supplement did so because they wanted to attract more certified librarians to the district. However, board members who voted against the proposal stated that they did so because it would have created an inequitable pay structure within the district and because they believed that two board members, whose wives were district librarians, violated the district's nepotism policy by voting for the supplement and should have recused themselves

from the vote. Although CISD's board policy DBE (LEGAL) specifically addresses the district's nepotism policy, which requires board members related to CISD employees (including husband and wife, which constitutes a relationship by affinity) to abstain from deliberation or voting on the compensation of the employee, board members are allowed to vote on actions taken for a specific class or category of employees. DBE (LEGAL), ABSTENTION, which is based on Government Code Section 573.062(b), reads as follows: "If an employee continues in a position under this exception, the public official to whom the employee is related in a prohibited degree, may not participate in any deliberation or voting on the appointment, reappointment, employment, reemployment, change in status, compensation or dismissal of the employee, if the action applies only to the employee and is not taken regarding a bona fide class or category of employees." Board members in favor of the proposal stated that it was another example of a fundamental difference of opinion on how the district should operate, while those opposing the vote cite their colleagues' misinterpretation of board policy.

In September 2004, the board was split by a 4 to 3 vote on whether to change the qualifications for membership in the National Honor Society. Three board members were in favor of lowering the required numerical grade average for membership into the National Honor Society from the district's local policy of 90 to the national standard of 85. The remaining board members opposed the idea and voted to keep the district's grade average of 90, which is 5 percentage points higher than the national average. Several board members expressed anger over their perception that the issue was brought to the board because of a board member pursuing a personal agenda. Conversely, one board member who voted for the measure said that he believed that the teachers and board members were against the idea only because of the additional work it would have created. The board member also stated that given the district's high population of minority students, it was important to pass this measure because it would encourage and support academic achievement.

These persistent divisions have created an atmosphere of mistrust between the two factions of board members. According to board members, this mistrust inhibits communication and cooperation. Moreover, the division has put additional pressure on the administration to attempt to satisfy the competing factions and has led to a perception among principals and administrators that the board spends an inordinate amount of time contesting

minor differences and not enough time considering serious issues facing the district.

Given the behavioral issues cited such as general lack of trust among board members, ineffective communication with the superintendent, and some board members' misinterpretation of the board's ethics, one board member became so frustrated with the board's inability to address the behavior of its members that he wrote a letter to the Texas Education Commissioner to request assistance with improving board member behavior.

The board and superintendent tried to improve the divisive atmosphere by ensuring that appropriate training and effective procedures were addressed. However, despite these attempts, the board continued in its split decision-making. At the board's June 19-20, 2004 retreat, at which all members were present, the board discussed team of eight training with a representative from Region 19. In September 2004, the board hired a mediator from the Texas Association of School Boards (TASB) to conduct training related to board roles and responsibilities, but only four board members attended. On March 15, 2005, the board conducted another team-building training session with yet another TASB consultant and has scheduled a follow-up session for a future date.

Based on the review team's review of continuing education hours earned by board members in 2002, 2003, and 2004, six of the seven members either equaled or exceeded the continuing education requirements. Only one member failed to meet the minimum continuing education requirement in 2002 but met the requirements for 2003 and 2004. Texas Administrative Code, Subchapter A, Section 61.1 requires experienced board members to attend a minimum of 11 hours of continuing education each year, at least three hours of which must be in a team-building session facilitated by the Education Service Center or another registered provider.

In June 2004, the board approved its *Board Operating Procedures Manual*, a publication that outlines the roles, responsibilities, span of control, and behavioral expectations of board members. The manual concludes by stating "Adherence to the Standard Board Operating Procedures is a duty each board member must take seriously for the board to operate efficiently and effectively." Despite the board adopting the *Board Operating Procedures Manual* and its members exceeding continuing education training requirements, conflict and problems related to division, trust, and poor communication persisted through December 2004. For example, the minutes of the September 15, 2004 regular board meeting, document the board as being split 4 to 3 on a vote to

extend the superintendent's contract for an additional year so it would remain a three-year contract. This split came despite the fact that the board had recently given the superintendent a positive evaluation. None of the three board members voting against the extension had previously expressed that degree of dissatisfaction with the superintendent's performance to any of their colleagues on the board. In addition, no board members or the superintendent expressed any dissatisfaction with the tools or processes used to conduct the superintendent's evaluation. This situation indicates that while board members have in fact been trained on how to be board members, they lack a self-policing process that allows them to consistently benefit from their training through open and constructive communication. Consequently, several board members expressed frustration at their inability to improve, through self-policing, the manner in which their colleagues perform as board members. Although several board members expressed this frustration during the review team's onsite visit, in a special March 2005 meeting, some board members added that the two factions appear to be getting along better. One reason given was the appointment of Mr. Estrada as superintendent in January 2005. As evidence of their congeniality, these board members said the board has since voted unanimously to pass all action items the superintendent presented to them in the January–March 2005 board meetings.

To resolve divisions between board members related to a lack of trust and poor communication, some organizations use a facilitator to assist them with identifying root causes of conflict in order to create a process to address conflicts and provide solutions to the disputes. Other educational organizations have created additional channels through which a board can address issues related to board members staying within their roles and responsibilities. For example, Austin Community College's (ACC) board allocates time in the agenda at the end of each meeting and work session to review the meeting and critically evaluate "what went right" and "what went wrong" during the meeting. At the conclusion of each regular meeting and work session, the chairperson asks each of the members to quickly assess how effectively they felt the meeting was managed and if they thought the objectives of the meeting were properly met. The agenda item is titled "Quick Meeting Review," and the chairperson allows each board member to give a candid evaluation of the meeting, rating the meeting on a scale of one to five, with five being the best. ACC board members credit the Quick Meeting Review with contributing to the improvement of the efficiency of board meetings and the self-policing of individual members. In fact, one

member said, "It is not uncommon for a member to point out that someone may have crossed the line between policy and administration."

CISD should amend its *Board Operating Procedures Manual* to include provisions that more effectively govern board member conduct. The amended manual should include provisions that require the board to undergo a mandatory self-assessment, conduct an annual board effectiveness audit, conduct quick meeting reviews, and create a process for individual board member reviews. Amendments to the manual should include the following:

- Complete a mandatory, facilitated self-assessment. The facilitated assessment focuses on relationships between board members that may inhibit the effectiveness of the board as a corporate body. The facilitator uses the tool to ask questions like: "Do we have an ethics policy?" Do we adhere to it? Do we micromanage? If so, why? Do we make good decisions?" One goal of this self-assessment should be to identify and resolve the sources of mistrust and conflicts between board factions. Another goal should be to work on establishing processes to encourage effective and constructive communication between board members.
- Conduct an annual board effectiveness audit. Some organizations offer free audit tools designed to be completed by individual board members and the superintendent before being discussed as a group. The audit tool asks a series of questions regarding planning and governance, oversight and management, and board-superintendent operations. Using the audit tool will assist individual board members or the board as a whole, focus on areas to improve, and serve as a starting point for initiating corrective action.
- Conduct quick-meeting reviews at the conclusion of board meetings. The purpose of the quick-meeting review is to give board members an opportunity to share their ideas on how well the meeting was run with respect to conduct and efficiency. Quick meeting reviews work by having each board member state areas whereby they could improve or offer coaching tips to fellow board members with respect to roles and responsibilities.
- Create a process of board member review. The board should formalize the manner in which it attempts to improve board member conduct by requesting that individual board members meet with their colleagues to review areas of board

member conduct that have become a concern. In this manner, the board should work to resolve persistent problem of conflict or communication.

Self-assessment training is a stand-alone resource and can be purchased for \$70 (\$10 per copy x seven copies = \$70) from an organization like TASB. However, the tool is most effective when completed with a facilitator who can be contracted for a cost of \$1,200, making the total cost of implementation \$1,270 (\$1,200 + \$70). A transition period of two years (2005–06 and 2006–07) should include the services of a facilitator. Thereafter, an annual self-assessment per board member can be conducted at the district's team building retreat for a total cost of \$70 per year.

### **COMMUNITY REPRESENTATION (REC. 15)**

The Clint ISD community comprised of three distinct communities—Clint, East Montana, and Horizon City—is not proportionally represented by the school board as a result of all board members living within a single sector of the community. Together, these communities span an area two miles from the Mexican border to 25 miles north of the border. The town of Clint is the oldest of the three areas and is the original epicenter of the district. However, Clint schools are experiencing declining enrollment while Horizon City, a recently developed community, is growing rapidly. East Montana is also growing, but not as rapidly as Horizon City. However, like Clint, East Montana lacks economic development. Despite the social and geographic differences between its communities, CISD maintains an at-large board member election policy.

One of the negative effects of all board members living in the same community is that it strengthens the perception among community members that the board is unduly interested in the welfare of Clint at the expense of the schools in East Montana and Horizon City. In the principal's focus group, participants said that, while board members do not allot more funds to any one school over another, principals at Clint schools are more likely to be called by board members or receive assistance from them. Several board members themselves reported that the geographic size of the district means that if members have to choose a school function to attend, they are more likely to select a function at a nearby school, which results in board members attending events at Clint schools more than others. Another principal stated that board members' children attending Clint schools provide another reason why Clint schools receive more board member attention than the schools in other communities.

Several board members even said that the district has outgrown its at-large tradition and would like to see other areas of the district elect candidates for office. However, Horizon City and East Montana typically do not field candidates to run for at-large school board seats and voter turnout in both areas is extremely low compared to Clint. For example, in the May 2004 CISD Board of Trustee Election, 791 of 1,073 voters, or 74 percent, voted at Clint Jr. High School in the Clint community. In a March 2005 meeting with district officials, some board members stated that the last time the board had members represented from other areas of the district was 1995.

Another board member stated that the issue is, "Clint votes because it is the mother area of people that are most loyal and interested in the schools. The Horizon City and East Montana areas are made up of relative newcomers who do not have strong associations with one another. No tradition of voting has been established." However, the same board member goes on to state, "I agree 100 percent that the schools in Clint get more attention."

The TEC provides several options in the statute for electing school boards, all of which require the district to hold a public hearing of registered voters in the district who are given an opportunity to comment. Under TEC Section 11.052, the school board may decide that no fewer than 70 percent of the members of the board, or five positions, are to be elected from single-member districts, with the remaining two members elected from the district at-large. The board must hold a public hearing at which registered voters of the district have an opportunity to comment on the order. The board must publish notice of the hearing in a newspaper that has general circulation in the district at least seven days before the hearing date. This order must be entered no later than 120 days before the first election date at which all or some of the board members are elected.

Under TEC Section 11.054, school boards that elect its trustees at large or at large by position may order that elections for trustees be held using a cumulative voting procedure. In elections where more than one trustee position is to be filled, all of the positions that are to be filled at the election are voted on as one race by all the voters of the school district. Each voter is entitled to cast a number of votes equal to the number of positions to be filled at the election. In this scenario, a voter may cast one or more of the specified number of votes for any one or more candidates in any combination. The candidates who are elected are those, in the number to be elected, receiving the highest numbers of votes. If the board of trustees adopts an order requiring the use of cumulative voting, only the trustee positions that were scheduled to be elected at the election are filled.

Section 11.054 further states “an independent school district that adopts an order requiring the use of cumulative voting may not elect its members by position.”

Finally, under TEC Section 11.058, school boards can designate positions of trustees by number. “The positions on the board of trustees shall be designated by number in any independent school district in which the board of trustees by resolution orders that all candidates for trustee be voted on and elected separately for positions on the board of trustees and that all candidates be designated on the official ballot according to the number of the position for which they seek election.” The resolution of the board of trustees must be made and positions numbered not later than 60 days before the date of the election. Once the board of trustees of an independent school district has ordered the election of trustees by numbered positions under Section 11.058, neither the board of trustees nor their successors may rescind the action.

According to TASB, there are 161 school districts in Texas that elect trustees from single-member districts, 357 that elect trustees by position, and 506 that elect trustees at-large. Many boards, regardless of their composition, strive to collaborate and encourage voter turnout in efforts to best represent the students, families, and community district wide. Many Texas school districts use single-member districts, cumulative voting, or elections by positions to ensure equal representation of the entire district. Districts typically employ this practice to help ensure that the interests of a single portion of the community do not supersede the interests of other district areas.

The district should amend board policy to ensure equity in board representation. As CISD continues to grow in areas away from the township of Clint, the district should find ways of ensuring that all members of the district are represented on the board. Increasing equitable representation on the board will also decrease the likelihood that the interests of any single area within the community are unfairly dominating the resources or attention of the district.

#### **EXECUTIVE-LEVEL REPORTING AND DECISION-MAKING (REC. 16)**

CISD lacks a policy presentation format that contains critical information in an organized, easy-to-follow manner to assist board members in making informed decisions. Board members relinquish their responsibility as informed decision-makers to district administrators when they do not receive critical information that is analyzed. Board members told the

review team that while they are satisfied with the timing of the information they receive, the board is challenged to decipher the materials in a way that will clarify the cost and benefits of proposed actions. Several members told the review team that the technical elements of educational instruction, facilities, and school finance can be overwhelming and they prefer to leave complex issues requiring analysis to the judgment of the staff, expressing reluctance to interpret data.

The review team reviewed agenda packets for the August 18, 2004 and October 20, 2004 board meetings and found that the packets contained action items that only summarized the rationale and recommendation for specific agenda items. The packets did not include an executive summary worksheet for each recommended action item with background notes, cost-benefit justification, options reviewed, expected results, or the fiscal impact to CISD. However, agenda items were supported with detailed reports, memoranda, and voluminous statistical or financial data for board members to interpret. Without executive summary data, board members tend to scan detailed supporting documentation and could possibly overlook critical information that will affect their ability to make informed business decisions. Consequently, they rely on administrative staff to guide them with making business decisions that should be made by board members as a part of their fiduciary responsibility to the district as policy-makers.

Dripping Springs’ ISD board members receive sufficient organized data to make informed decisions. Board agenda packets include an agenda; an executive summary worksheet for each recommended action item with background notes, fiscal notes, recommendations and information such as who made and seconded motions and the vote count; supporting information for agenda items; committee reports; budget amendment requests; and a check register including check number, date paid, payee, and amount.

The district should provide board members with adequate executive summary level information that is organized and analyzed. The administration should ensure that each item for board vote must be accompanied by an analysis written in a format developed by board members. This analysis must include a brief background on the item, the costs associated with approving or rejecting the item, how the item supports or undermines stated district goals and objectives, and if applicable, the item’s projected effect on classroom instruction. Also, standard, recurring reports, should be placed on an annual calendar of board reports.

**COMPREHENSIVE STRATEGIC PLAN (REC. 17)**

The district does not have a comprehensive strategic planning instrument and uses its district improvement plan (DIP) as a substitute instead. The DIP however, focuses on instruction that includes student achievement, community involvement, personnel, and safety as they relate to the delivery of educational services. It does not address operational areas such as transportation, food service, facilities, and asset and risk management. Planning for items such as non-instructional personnel, growth, and risk management are addressed instead in ancillary documents that are not integrated into a single comprehensive strategic plan. Consequently, board- and administration-driven goals and objectives do not address these areas.

The district’s current planning process consists of the board members and superintendent attending a retreat each July in New Mexico where they discuss ideas for what should constitute the goals and objectives of the district’s upcoming school year. These goals are set through general and open discussion and revolve around the priorities of student achievement, fiscal responsibility, community involvement, personnel, and safety. At the conclusion of the retreat, the superintendent is charged with creating strategies to accomplish the goals and objectives outlined in the DIP.

Some district departments, such as the Personnel department, then use the DIP to drive the creation of its own strategic planning document for the year. However, this practice is not uniform across the district. In addition, CISD’s schools use the DIP as the basis for their campus improvement plans (CIP).

At the end of the school year, the superintendent presents a summary of which of the DIP goals were met and which should be modified or rolled over into the next year.

Exhibit 2-5 presents the planning process.

There are several negative impacts regarding this process. First, the DIP is not comprehensive and therefore does not address all of the district’s operations nor create strategies for improvement. In addition, the plan does not link to the budget. The district’s budget document does not establish clear linkages between the district’s goals and its spending priorities.

Also, the DIP, a planning instrument that is created annually, is not a long-range plan that forecasts and covers a district’s needs into the future. Some board members told the review team that the administration was reluctant to institute planning beyond one year. However, shortsighted planning limits the district’s ability to accomplish goals that may take longer than one year to achieve and hinders the ability to ensure effective implementation of large-scale projects. For example, Horizon High School was originally planned to be a middle school. However, while construction was underway, the district yielded to community pressure to turn the structure into a high school. Incorporating growth projections into a long-range strategic plan would have prepared the district to address the concerns of the community by either building two facilities or developing a strategy to address stakeholder concerns. Because of the absence of long range planning, the district spent additional money to convert a middle school to a high school.

School districts use comprehensive strategic plans to set goals for all district operations. Strategic plans allow school districts to overcome unforeseen events more quickly, allocate resources to meet objectives more efficiently, and create accountability standards more effectively.

A strategic plan should also include performance measures for each goal and objective and serve as the basis for the operations of the district.

**EXHIBIT 2-5  
CISD PLANNING PROCESS**

STEP	OBJECTIVE
1. Each July, the board and superintendent retreat to Ruidoso, New Mexico to discuss district priorities.	1. Generate a set of goals and objectives for the upcoming school year.
2. The superintendent is assigned overall responsibility of the plan.	2. Superintendent to create a strategy for achieving the plan goals and objectives.
3. At the end of the school year, the superintendent presents a summary of the plan to the Board of Trustees.	3. Board members to critically review the accomplishments of the plan and determine which areas should be strengthened, readdressed, or altered before beginning the cycle again.

SOURCE: CISD Interviews, December 2004.

**Exhibit 2-6** presents a sample model of a strategic planning process.

CISD should create a comprehensive strategic planning process that links the district’s goals and objectives to the budget. This planning process should outline the goals and objectives for all of the district’s operations, identify the resources required to accomplish the goals, forecast the dates for completion, and select the person(s) within the district responsible for achieving the goals within the established timeline. The strategic plan should also include performance measures for each goal and objective. The plan should serve as the basis for the operations of the district and help orientate the board when evaluating the superintendent and allocating resources.

**BILINGUAL WEBSITE (REC. 18)**

The district’s mainly English only website is not being maximized so that all district stakeholders can be effectively served. According to the Census 2000 figures, two-thirds of CISD area residents speak English as a second language. In addition, 46 percent of the district’s students are classified as having limited English language proficiency. However, only some parts of CISD’s website are available in Spanish and English.

While the district’s website presents a wealth of valuable information, only the student handbook and

the parent section of the website are in both English and Spanish. According to interviews conducted in open-house meetings hosted at three separate locations around the district during the review team’s onsite work, in each case, the vast majority of attendees spoke Spanish either predominantly or exclusively.

According to a national company specializing in the development of multilingual websites, districts can increase communication levels by providing materials in multiple languages (if such a need exists). The company also states that multilingual websites contribute to the following:

- By providing dual language capabilities, a larger demographic/wider audience can be reached;
- Miscommunications regarding incorrect grammatical and vernacular translations can be minimized or avoided; and,
- Bilingual websites provide a cost-effective means of communicating routine and large volumes of information.

Ysleta ISD, which borders Clint ISD and has similar challenges with limited English-proficient residents, has established bilingual links on its website. For example, Ysleta’s ISD website, has the district’s vision statement translated into Spanish, and there are English and Spanish links to the district calendar and the student handbook.

**EXHIBIT 2-6  
STRATEGIC PLANNING PROCESS**

<i>STEP</i>	<i>PURPOSE</i>
<b>Step 1:</b> Vision Setting	The board, superintendent and key stakeholders engage in a vision setting process to determine what characteristics the district would have it operated at the most optimal level.
<b>Step 2:</b> Mission and Goals	The board superintendent and key stakeholders identify a mission and associate goals that if accomplished will bring the district closer to fulfilling its vision.
<b>Step 3:</b> Setting Priorities	The board prioritizes the district’s most important goals to serve as the basis of the strategic plan.
<b>Step 4:</b> Identifying Barriers	The board, superintendent and leadership team use data to identify the key barriers to accomplishing the goals.
<b>Step 5:</b> Identifying Resources	The administration links the budgeting process to the planning process to ensure that district goal priorities are reflected in budget allocation.
<b>Step 6:</b> Strategy	The superintendent, administration and key stakeholders including parents, business leaders, civic organizations and community groups develop strategies to accomplish the goals by addressing the identified barriers, creating timelines for completion, assigning accountability, identifying performance measures and allocating resources.
<b>Step 7:</b> Consensus Building, Review and Approval	The board, superintendent, and stakeholders build consensus, review the plan for viability and approve the final document.
<b>Step 8:</b> Implementation and Monitoring	Persons or departments with assigned accountability enact the plan strategies, while monitoring progress against performance measures and use of allocated funds.
<b>Step 9:</b> Evaluation	The district evaluates the success of the plan, which performance measures were met, what goals were fulfilled or what obstacles prevented success. The superintendent presents findings to the board.

SOURCE: McConnell, Jones Lanier and Murphy (MJLM) analysis, January 2005.

To improve communication and community relations, the district should provide website content in English and Spanish. Moreover, by expanding the district's entire website to both English and Spanish translation, CISD can become a communications leader for Texas school districts with a significant percent of its students and parents classified as having limited English language proficiency and allow more students and residents to access the information. The district should use staff and community volunteers to assist in the translation of information and work cohesively with the technology division in implementing the changes.

### **EDUCATIONAL FOUNDATION (REC. 19)**

CISD has not established an educational foundation that could assist with additional funding for instructional and enrichment programs. Educational foundations are typically formed by school districts to provide a means of coordinating and expanding funding initiatives that service the district.

An educational foundation differs from educational business partnerships, in that a foundation is an organized and structured body of people or group of people (headed by a board of directors), committed and chartered to aid the school district through its officers and members. As a result, education foundations are often integrated into the planning functions of the school district and work closely with campus leaders to support district and campus objectives mainly through fundraising.

Fort Bend ISD's (FBISD) Education Foundation awards about \$300,000 annually in grants for innovative classroom projects and professional development for staff. FBISD's Education Foundation also administers the Grants for Experts Program, which provides funding for biannual visits from educational experts for staff development purposes. In addition to providing education grants for innovative instruction programs, school sites, and staff development, a primary goal of the foundation aims at establishing a \$1 million annual endowment to increase the number and amount of grants awarded.

Districts around the state use education foundations for other activities, such as the following:

- presenting awards and scholarships to outstanding teachers, students, or administrators;
- coordinating volunteers and service delivery;
- leading fundraising activities for special projects;
- planning campus and districtwide initiatives; and

- serving as a communication body for parents and businesses.
- CISD should establish an educational foundation to enhance its community involvement opportunities. The foundation should consist of representatives from area business and civic organizations. The primary mission of the foundation should be to coordinate districtwide fundraising initiatives. Any money from fundraising should be used for instructional and enrichment programs.

### **COMPREHENSIVE STRATEGIES AND PROGRAM EVALUATION (REC. 20)**

The community involvement strategies in CISD's 2003–04 District Improvement Plan (DIP) are not comprehensive and do not have measures for identifying areas for improvement. CISD's DIP contains five community involvement strategies. **Exhibit 2-7** outlines these strategies.

The strategies are tactical and do not cover many of the global functions that are critical to a comprehensive community involvement program such as effective communications and media/community relations, business and civic partnerships, and fundraising. While extremely important, the community involvement strategies contained in CISD's DIP mainly cover instructional and parental involvement issues. Programs outlined in the DIP are also not adequately described, and the associated performance measures do not have benchmarks or standards. Additionally, CISD's Community Relations Office does not have a formal evaluation process to help identify areas for improvement. For example, in **Exhibit 2-7** the DIP does not explain the objectives for "Parent Nights," such as how often they should be held, a targeted parent attendance, or a method of follow-up to gain feedback with the parents to determine whether or not they felt the activity was successful. Currently, attendance is the only performance measure for community programs.

Other CSID programs also do not perform needs assessments or measure program effectiveness. For example, the Partners in Education Program does not formally measure the amount of participation from each organization, which schools are targeted by the organizations, and which schools need additional help. As a result, the district has limited information when approaching new organizations or determining the effectiveness of current partners. The Community Relations office has no mechanism for identifying programs and services that are successful, or programs that reach only a limited audience. The lack of a formal program evaluation

**EXHIBIT 2-7  
CISD COMMUNITY INVOLVEMENT STRATEGIES**

STRATEGY	PROGRAMS SUPPORTING STRATEGIES	PERFORMANCE MEASURES
The district will provide the community with opportunities to become familiar with their child’s core academic programs such as math, language arts, science and social studies, through parent gatherings at convenient times.	<ul style="list-style-type: none"> <li>▪ Parent Nights</li> <li>▪ Parent Meetings</li> <li>▪ Parent Informational Sessions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Parent sign-in sheets</li> <li>▪ Logs of activities</li> <li>▪ Meetings and sessions</li> </ul>
The district will provide opportunities for parents to participate in school governance and will continue site-based decision-making training.	<ul style="list-style-type: none"> <li>▪ Training for site-based decision-making parent members</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increased parental participation as evidenced by attendance at site-based decision-making meetings.</li> </ul>
The district will empower parents to be role model partners in their child’s education through adult literacy opportunities.	<ul style="list-style-type: none"> <li>▪ Adult basic education (ABE) classes</li> <li>▪ ESL classes</li> <li>▪ GED classes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Parental attendance records</li> </ul>
The district’s community liaisons. Community liaisons function dually as “key communicators” mentioned previously. They are coordinated by the community relations officer and will monitor parental involvement and distribute quarterly newsletters to all parents in the district.	<ul style="list-style-type: none"> <li>▪ Monitor parental involvement</li> <li>▪ Publish community newsletter</li> </ul>	<ul style="list-style-type: none"> <li>▪ Campuses will submit records of parental visits to the campuses for parents night, campus meetings, teacher meetings and any other parental activities</li> <li>▪ Increase parental involvement as evidenced by attendance at campus activities.</li> </ul>
The district will investigate and plan to adopt a computerized homework and tutorial campus activity information system.	<ul style="list-style-type: none"> <li>▪ Homework and tutorial hotline for parents and students</li> </ul>	<ul style="list-style-type: none"> <li>▪ Committee response to report</li> </ul>

SOURCE: CISD 2003-04 District Improvement Plan, December 2004.

process could result in inefficient use of monetary and volunteer resources.

Effective program planning is a critical tool that enables a communications unit in a school district to more easily meet established goals and objectives. An effective community involvement planning process should include the following:

- comprehensive short- and long-range strategies to operate the department;
- quantitative performance measures for short- and long-range strategies;
- programs and activities that need to be performed;
- audiences that will be affected or reached by the program or activity;
- staff members responsible for implementing the program or activity;
- communication vehicles required to publicize programs and activities; and
- resources required to implement programs and activities.

El Paso ISD’s Community Involvement Department develops an annual operating plan that includes evaluations that provide end-user (that is, district

administrators and El Paso community members) feedback and suggestions for improvement. To improve its operations, the department has expanded its recognition of exemplary employee performance and improved coverage in internal communication publications regarding programs and services offered to district employees.

CISD should amend its DIP to include comprehensive strategies that cover all critical areas of an effective community involvement program, such as communications and media/community initiatives, business and civic partnerships, and fundraising. The strategies should include a needs assessment and evaluation measures for all community involvement activities. The measures should be outcome based and used to make informed strategic decisions about how to modify community involvement services to better meet the needs of the district and its constituencies.

The evaluation process should also document the amount of services and labor contributed by partner organizations. Effective documentation will allow CISD to identify areas of additional need as well as aid the district in equitably allocating community resources.

For background information on District Management, see p. 184 in the General Information section of the appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>		<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 2: DISTRICT MANAGEMENT</b>								
14.	Amend the <i>Board Operating Procedures Manual</i> to include provisions to more effectively govern board member conduct.	(\$1,270)	(\$1,270)	(\$70)	(\$70)	(\$70)	(\$2,750)	\$0
15.	Amend the local board election policy to ensure equity in board representation.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16.	Provide board members with adequate executive summary level information that is organized and analyzed.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
17.	Create a comprehensive strategic planning process that links the district's goals and objectives to the budget.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
18.	Provide the option to view the district's website contents in Spanish.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
19.	Establish a CISD Educational Foundation.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
20.	Amend the District Improvement Plan (DIP) to include a comprehensive community needs assessment and evaluation of community initiatives.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 2</b>		<b>(\$1,270)</b>	<b>(\$1,270)</b>	<b>(\$70)</b>	<b>(\$70)</b>	<b>(\$70)</b>	<b>(\$2,750)</b>	<b>\$0</b>





# Chapter 3

## Personnel Management

Clint Independent School District



## **CHAPTER 3**

### **PERSONNEL MANAGEMENT**

CISD employed 1,054 individuals for a total salary of \$41.7 million in 2003–04. Payroll costs represented 73 percent of CISD’s operating budget. The district’s payroll costs have increased \$10 million from 1999–2000 to 2003–04. However, payroll costs as a percentage of operating costs have decreased from 78 to 73 percent during the same time. CISD’s annual operating budget has increased each year to reflect additional revenues received because of the growing student population.

The Personnel Service Department employs nine individuals, including the assistant superintendent for Personnel Service, and has a budget of \$513,590 for 2004–05. The Personnel Service Department processes all district employees throughout the employee life cycle: hiring, retention, promotions, transfer, and termination. The department maintains basic employee data on the district’s information management system. However, most of the Personnel Service Department’s processes are paper-driven and all required forms are routed to employees and departments for completion. All personnel files are on paper and stored in a secure file room. Employment applications are completed on paper and stored for one year.

#### **ACCOMPLISHMENTS**

- CISD’s Personnel Service Department prepared a strategic plan for 2004–2007 that identifies four issues for the department to address along with goals, objectives, actions, and performance measures for each of the issues.
- The CISD Personnel Service Department prepares and distributes an annual calendar that lists all of the personnel-related activities, serves as a planning tool for the department’s employees, and provides all CISD employees the opportunity to know when personnel-related information is to be received and returned to the department.
- CISD requires half-day orientation sessions conducted monthly for substitute teachers and bi-monthly for new employees throughout the school year. The required sessions include employee training regarding benefits, salary, compensation, employee relations, certifications, employee records, staff development, retention, and sexual harassment.
- In 2001, CISD implemented “position control,” which identifies each employment position in the district and the associated salary budgeted for the position. The position control process establishes a means for the board to manage the

number of people employed without micromanaging the hiring process.

#### **FINDINGS**

- CISD’s staffing formulas used for non-instructional positions are not in alignment with the Southern Association of Colleges and Schools (SACS) standards. As a result, CISD schools are overstaffed by 0.5 of an assistant principal position and seven clerical support staff positions.
- CISD’s Personnel Department lacks consistent teacher absence data to determine whether there is a districtwide or campus-level absence problem. The campus clerks do not always accurately enter the reason for the absence into the Substitute Caller System (SCS), giving the district inconsistent data regarding the purpose of a teacher’s absence.
- CISD’s Comprehensive Information Management System (CIMS), the software used on the district’s AS400 (the administrative computer system), is not user-friendly, and does not allow for efficiency in the Personnel Service Department. Moreover, the Personnel Service Department does not have a Human Resource Management System (HRMS) that integrates all human resource processes.
- The automated Substitute Caller System (SCS) is not interfaced with the district’s payroll system, making the process inefficient.
- While the Personnel Service Department salary studies include surrounding school districts, they do not include local businesses’ hourly salary and benefits information to determine salary competitiveness with private sector business for high-competition positions such as carpenters, electricians, and other skilled trades.
- The Personnel Services Department develops job descriptions for new positions and updates existing job descriptions when vacancies occur, but the department does not ensure that each job description includes appropriate educational or skill requirements relevant to the position or follows a consistent format.
- CISD’s performance evaluation instrument for non-instructional staff does not provide feedback mechanisms for the employee to give input, rating criteria are subjective and performance expectations are not clearly defined.

- The Personnel Service Department Web page on the CISD website is not informative or well-organized and lacks downloadable personnel forms such as job descriptions, employee performance evaluations, employee benefits enrollment or change forms, personnel action forms, and Absence from Duty forms.

### **RECOMMENDATIONS**

- **Recommendation 21 (p. 52): Align staffing formulas with Southern Association of Colleges and Schools (SACS) standards and revise board policy to reflect these standards.** CISD should revise the staffing unit options for non-instructional staff in Board Policy EBB-R to reflect SACS standards.
- **Recommendation 22 (p. 52): Develop additional coding letters or numbers to improve teacher absence purpose reporting.** CISD should improve teacher absence and the purpose of the substitute teacher reporting information to the Substitute Caller System (SCS) by developing additional coding letters or numbers to help identify long-term substitute teachers, substitute pay for attending orientation, and teacher absences for staff development. CISD should also require campus clerks to enter the appropriate purpose of the teacher's absence in the SCS.
- **Recommendation 23 (p. 56): Conduct a comprehensive needs assessment for a new Human Resource Management System and purchase an online employment application system.** The district should assess the Personnel Service Department's future needs to purchase an appropriate Human Resource Management System (HRMS) that will best serve the department's functions. The Personnel Service Department should purchase an automated employment application system that can be interfaced to CIMS or any information system the district may acquire in the future.
- **Recommendation 24 (p. 58): Interface the automated Substitute Caller System (SCS) to the district's payroll system and transfer administrative responsibility to the Department of Technology and Information Services.** Due to the extensive labor involved by teachers, campus staff, and the Personnel Service Department to process teacher absences and substitute teacher workdays, CISD should ensure that the SCS interfaces with the district's current payroll system. The Personnel Service Department director should train staff in the Technology and Information Services Department on the SCS

And transfer administration of SCS to the Department of Technology and Information Services by August 2005.

- **Recommendation 25 (p. 59): Include surrounding businesses' hourly wages in salary surveys for auxiliary staff.** Since CISD's largest competitor for manual and skilled trades is the private sector, the Personnel Service Department should include local businesses in the annual salary survey. Hourly wages should be benchmarked along with fringe benefits such as health insurance.
- **Recommendation 26 (p. 59): Update all job descriptions.** The Personnel Service Department should update all job descriptions currently being used by CISD to reflect actual tasks performed and industry standards for education and work experience appropriate for the position by the end of 2005–06.
- **Recommendation 27 (p. 60.): Revise non-instructional staff employee evaluations.** The Personnel Service Department should revise its non-instructional staff performance evaluation instrument to include department-specific and objective performance measures. Performance expectations should be in measurable terms collaboratively set by the supervisor and employee. The performance evaluation should identify developmental activities to achieve, and provide comments from the supervisor and employee.
- **Recommendation 28 (p. 61): Redesign the Personnel Service Department's website so it is informative, user-friendly and contains downloadable forms.** Personnel Service staff should work with the web integration specialist to design a Personnel Service website with links to downloadable forms and all personnel-related information such as policies and handbooks currently located on other pages of the district's website.

### **DETAILED ACCOMPLISHMENTS**

#### **STRATEGIC PLAN**

CISD's Personnel Service Department prepared a strategic plan for 2004–2007. Strategic plans set the mission, vision, and goals of the organization and serve as a guide to the department in making management decisions. They also describe how the department will help the district achieve its goals. Comprehensive strategic plans can serve as knowledge transfer tools, in that they provide the history of an organization and a guideline for further actions to be taken. Organizations without strategic plans tend to be reactive to new conditions instead

of anticipating problems with proactive new processes.

The Personnel Service Department identified the following four top-priority concerns to address during the three years of their strategic plan and created goals, objectives, actions, and performance measures for these issues:

1. How can the Personnel Service Department significantly affect the district's ability to recruit and retain diverse, high-quality teachers, administrators, and staff?
2. How can the Personnel Service Department capitalize on new and existing technology as well as redesign policy and business practices to enhance service delivery and reduce costs?
3. How can the Personnel Service Department move from a "good" service organization to a "great" service organization that consistently provides excellent service, innovative solutions, and visionary leadership, within the constraints of limited resources?
4. How does the Personnel Service Department maintain the balance of responding to the dynamic needs of the district environment while being a supportive link and partner to all campuses and departments?

#### **ANNUAL ACTIVITIES CALENDAR**

The district's Personnel Service Department prepares and distributes an annual calendar that lists all personnel-related activities including monthly orientations, annual activities, ongoing responsibilities, special events, performance evaluation deadlines, certification deadlines, meetings, survey distributions, and recruiting events. The activity calendar serves as a planning tool for Personnel Service employees and provides all CISD employees an opportunity to know when personnel-related information is to be received and returned to the Personnel Service Department. The activity calendar makes it possible for employees to plan for future activities. The calendar also provides accountability, in that deliverables and deadlines are published for awareness by all staff.

#### **SUBSTITUTE AND NEW EMPLOYEE ORIENTATION**

The Personnel Service Department conducts monthly substitute teacher orientation sessions, as well as, bi-monthly new employee sessions throughout the school year. Topics covered include staff introductions, employee benefits, salary and compensation, employee relations, certifications, employee records, training, retention, and sexual harassment.

The well-planned and organized new employee orientation sessions provide a platform to ensure new employees are welcomed to the organization, provide an opportunity to meet administrators, and afford employees the opportunity to receive all employment forms and organizational information. The session includes a formal presentation introducing new employees to district expectations along with a packet of materials to be discussed. The new employee mandated orientation sessions typically last four hours. Attendance at one session is required before an employee can begin his or her assignment. In addition, all substitute teachers are required to attend one annual orientation session before they can begin substitute teaching.

#### **POSITION CONTROL**

In 2001, CISD implemented "position control," which identifies each employment position in the district and the associated salary budgeted for the position. Position control is a management tool that entities use to allocate financial resources to staffing needs. The number of approved positions per locations is entered into an information system, even if the position is vacant. CISD's position control system is linked to the annual financial budget and during each budget cycle, schools and administrators identify staffing needs.

The Personnel Service Department prepares a monthly hiring report for the board that lists individuals hired for that month. According to employees of the Personnel Service Department, the process of board-approved position budgets has expedited the hiring process from weeks to less than five days. Some board members said that this process takes the hiring approval out of their hands. The position control process establishes a means for the board to manage the quantity of people employed without micromanaging the hiring process.

The business staff works with the superintendent, administrators, and schools to identify financial resources to fund their needs. The proposed position budget presented by school, department, and job-classification is then presented to the board for approval with the annual financial budget. When a position needs to be filled, the Personnel Service Department reviews the approved position control database, and the superintendent approves the recommended new hire. However, if the position is for an administrator or is not included with the approved position budget, the board must then approve the position and candidate before the individual can be hired. CISD hired 176 new employees in 2001–02, 184 in 2002–03, 258 in

2003–04, and 216 from September through December of 2004.

## **DETAILED FINDINGS**

### **SCHOOL STAFFING FORMULAS (REC. 21)**

CISD's staffing formulas used for non-instructional positions are not in alignment with the Southern Association of Colleges and Schools (SACS) standards. As a result, CISD schools are overstaffed by a half assistant principal position and seven clerical support staff positions. SACS accredits over 13,000 schools and school systems throughout the United States and overseas. SACS is recognized as the global leader in helping schools improve student learning through accreditation. SACS developed staffing standards based on extensive research and best practices in effective schools to help districts develop and maintain quality schools. Many districts use SACS industry standards to equitably distribute staff. In this manner as student enrollment increases or decreases, personnel are staffed accordingly. CISD approves school staffing positions based on the staffing unit options provided in Board Policy EBB-R (revised November 2003), which are also based on student enrollment but on a more generous scale. For example, CISD allocates three assistant principals for high schools and middle schools with enrollments of 1,250–1,500, while SACS allocates 2.5 assistant principals for schools with student populations of 1,250–1,499.

SACS staffing standards and CISD's Board policy staffing formula are compared in **Exhibit 3-1**.

CISD's staffing formulas are aligned with SACS for principals. Each school has one principal. **Exhibits 3-2** and **3-3** compare SACS accreditation standards to CISD's staffing for assistant principals and school clerical support staff respectively. The clerical comparison is for clerical staffing only: campus secretary, student accounting clerk, bookkeeper, registrar, assistant-principal's secretary, clerical, and support. It does not include special program clerks or counselor's secretaries. According to SACS standards for clerical support and assistant principals, CISD is overstaffed by 0.5 assistant principal position and seven school clerical support staff positions.

Using SACS staffing formulas, CISD's high schools are overstaffed by a total of 0.5 assistant principals position and 3.5 clerical support staff positions. Middle schools are understaffed by one clerical support staff position, while Elementary schools are overstaffed by 3.5 clerical support staff positions. East Montana Middle School and Clint Junior High are understaffed by 0.5 assistant principal positions.

CISD should align staffing formulas with SACS standards and CISD should revise the staffing unit options in Board Policy EBB-R to reflect SACS standards. SACS standards are based on extensive research and best practices in schools. The excess assistant principal capacity should be equitably distributed so that East Montana Middle School would not need to hire an assistant principal. The remaining 0.5 assistant principal position should be eliminated.

Eliminating 0.5 assistant principal positions as outlined above would save CISD \$38,152 a year.

The base salary for an assistant principal is \$61,556 and half of that is \$30,778 (\$30,778 + \$1,500 stipend x 1.10 percent fringe benefits = \$35,506) + (\$2,796 annual insurance premiums) or (\$35,506 + \$2,796 = \$38,302). If the savings begin in September 2005, the district will save \$191,510 over five years (\$38,302 x 5 years = \$191,510).

CISD should also reduce its school clerical support positions according to the SACS standards. This would reduce seven school clerical support positions and save the district \$177,899 annually (\$11.42 average hourly salary x 8 hours a day x 205 days or \$18,729) x 1.10 percent fringe benefits or \$20,602 + \$2,796 insurance premiums) = \$23,398 per position x seven positions = \$163,786 annual savings starting in 2005–06. The district will save \$818,930 over five years (\$163,786 x 5 years = \$818,930)

Total annual savings of staff reductions for this recommendation would be \$202,088 (\$38,302 assistant principal + \$163,786 school clerical support staff. The total five-year savings would be \$1,010,440 (\$191,510 assistant principal + \$818,930 clerical support staff = \$1,010,440).

### **TEACHER ABSENCES (REC. 22)**

CISD's Personnel Department lacks consistent teacher absence data to determine whether there is a districtwide or campus-level absenteeism problem. When teachers are absent from class, they are required to complete an Absence from Duty form, while substitute teachers are required to complete a pay form. Campus clerks then enter the information on these forms into the system. However, the clerks do not always accurately enter the reason for the absence into the Substitute Caller System (SCS), giving the district inconsistent data regarding the purpose of a teacher's absence.

The Business Services department and the Personnel Services Department each provided the review team with teacher absence and substitute teacher information; however, each department's data was different. The Business Services information was

**EXHIBIT 3-1  
COMPARISON OF SACS AND CISD STAFFING FORMULAS**

<b>POSITION</b>	<b>ENROLLMENT</b>	<b>HIGH SCHOOL POSITIONS</b>	<b>MIDDLE SCHOOL POSITIONS</b>	<b>ELEMENTARY SCHOOL POSITIONS</b>
<b>Principal</b>				
SACS	–	1.0	1.0	1.0
CISD Board Policy	–	1.0	1.0	1.0
<b>Assistant Principal</b>				
SACS	1–249	0.0	0.0	0.0
	250–499	0.5	0.5	0.0
	500–749	1.0	1.0	0.5
	750–999	1.5	1.5	1.0
	1,000–1,249	2.0	2.0	1.5
	1,250–1,499	2.5	2.5	2.0
CISD Board Policy	500	1.0	1.0	1.0
	750	2.0	0.0	0.0
	1,000	0.0	2.0	2.0
	1,250	3.0	3.0	0.0
	1,500	0.0	0.0	3.0
<b>Counselor</b>				
SACS	1–249	0.5	0.5	0.5
	250–499	1.0	1.0	0.0
	500–749	1.5	1.5	1.0
	750–999	2.0	2.0	1.5
	1,000–1,249	2.5	2.5	2.0
	1,250–1,499	3.0	3.0	2.5
CISD Board Policy	500	1.0	1.0	1.0
	750	2.0	0.0	0.0
	1,000	0.0	2.0	2.0
	1,250	3.0	3.0	0.0
	1,500	0.0	0.0	3.0
<b>Library or Media Specialist</b>				
SACS	1–249	0.5	0.5	0.5
	250–499	1.0	1.0	1.0
	500–749	1.0	1.0	1.0
	750–999	1.0	1.0	1.0
	1,000–1,249	2.0	1.0	1.0
	1,250–1,499	2.0	1.0	1.0
CISD Board Policy		1/school	1/school	1/school
<b>Support Staff for Administration, Library, Media, or Technology</b>				
SACS	1–249	1.0	1.0	0.5
	250–499	2.5	2.5	1.0
	500–749	4.0	4.0	1.5
	750–999	4.5	4.5	2.5
	1,000–1,249	5.0	5.0	3.0
	1,250–1,499	5.5	5.5	3.0
CISD Board Policy				
Campus Secretary	–	1/school	1/school	1/school
Student Accounting Clerk	500	1.0	1.0	1.0
Bookkeeper	–	1/school	0.0	0.0
Assistant Principal’s Secretary	–	1/school	0.0	0.0
Counselor’s Clerk	–	1/school	0.0	0.0
Clerical Support (Nurse Aide, Library Aide, and other similar positions)	–	2.0	2.0	2.0
Bilingual Program Clerk	–	1.0	1.0	1.0

SOURCES: Southern Association of Colleges and Schools (SACS), Council on Accreditation and School Improvement (CASI), 2005, and CISD Board Policy EBB-R.

**EXHIBIT 3-2****COMPARISON OF SACS STANDARDS AND CISD POSITIONS  
ASSISTANT PRINCIPAL 2004-05**

<b>SCHOOL</b>	<b>ENROLLMENT</b>	<b>ASSISTANT PRINCIPAL</b>	<b>SACS STANDARDS</b>	<b>OVER/ (UNDER)</b>
Mountain View High School	1,069	2.0	2.0	0.0
Clint High School	587	1.5*	1.0	0.5
Horizon High School & Middle School	1,316	3.0	2.5	0.5
Clint Junior High School	373	0.5**	0.5	0.0
East Montana Middle School	883	1.0	1.5	(0.5)
Carroll T. Welch Intermediate	654	1.0	1.0	0.0
Frank Macias Elementary	786	1.0	1.0	0.0
Desert Hills Elementary	857	1.0	1.0	0.0
William D. Surratt Elementary	768	1.0	1.0	0.0
Montana Vista Elementary	819	1.0	1.0	0.0
Red Sands Elementary	899	1.0	1.0	0.0
<b>Total</b>	<b>9,011</b>	<b>14.0</b>	<b>13.5</b>	<b>0.5</b>

\*As per Personnel Services April 2005, one position is .5 Assistant Principal and .5 Activities director.

\*\*As per Personnel Services April 2005, the position is .5 Assistant Principal and .5 Athletics director and Instructional Facilitator.

NOTE: SACS uses enrollment numbers to determine staffing standards; therefore, the CISD enrollment numbers were used instead of membership numbers. In addition, Horizon High School includes Horizon Middle School (a school within a school) that share staff with the exception of the principal position. Horizon Middle School's principal has the title of Associate Principal.

SOURCES: Southern Association of Colleges and Schools (SACS) CASI Accreditation Standards 2005; Texas Education Agency AEIS 2003-04 Campus Profile; CISD Directory November 11, 2004.

**EXHIBIT 3-3****COMPARISON OF SACS STANDARDS AND CISD POSITIONS  
SCHOOL CLERICAL SUPPORT STAFF 2004-05**

<b>SCHOOL</b>	<b>ENROLLMENT</b>	<b>SUPPORT STAFF FOR ADMINISTRATION, LIBRARY MEDIA, OR TECHNOLOGY</b>	<b>SACS STANDARDS</b>	<b>OVER/ (UNDER)</b>
Mountain View High School	1,069	7	5.0	2.0
Clint High School	587	5	4.0	1.0
Horizon High School & Middle School	1,316	7	5.5	1.5
Clint Junior High School	373	2	2.5	(0.5)
East Montana Middle School	883	4	4.5	(0.5)
Carroll T. Welch Intermediate	654	4	4.0	0.0
Frank Macias Elementary	786	3	2.5	0.5
Desert Hills Elementary	857	3	2.5	0.5
William D. Surratt Elementary	768	4	2.5	1.5
Montana Vista Elementary	819	3	2.5	0.5
Red Sands Elementary	899	3	2.5	0.5
<b>Total</b>	<b>9,011</b>	<b>45</b>	<b>38.0</b>	<b>7.0</b>

NOTE: SACS uses enrollment numbers to determine staffing standards; therefore, the CISD enrollment numbers were used instead of membership numbers.

SOURCES: Southern Association of Colleges and Schools (SACS), CASI Accreditation Standards, 2005; Texas Education Agency, AEIS, 2003-04 Campus Profile; CISD Personnel Service, January 2005.

based on the total amount coded to the substitute teacher payroll accounts in 2003-04 and 2004-05, while the Personnel Service Department information was based on teacher absence reasons entered in the SCS. The review team was unable to reconcile the substitute teacher payroll account payments to the payroll absence file, since the data is not exclusively segregated to a singular reason for the absence. Instead, substitute teacher payroll costs include long-term substitute teachers, teacher absences for staff development, teacher absences for illness and personal reasons, and substitute teacher orientation training. During onsite work, the review team was

told by parents and principals in interviews and survey responses that they believe teachers are out of the classroom too often.

According to the Business Services information, the average teacher absence was 27.37 days per teacher in 2003-04 and 7.66 days per teacher from August 1, 2004, through December 1, 2004. In 2003-04, CISD experienced an overall teacher absenteeism rate of 13 percent during its teaching days and a 4 percent rate from August 1, 2004, through December 1, 2004.

**Exhibit 3-4** provides the information and calculations for teacher absenteeism based on amounts coded to the substitute teacher pay account.

**EXHIBIT 3-4  
CISD INFORMATION REGARDING TEACHER ABSENCE FOR  
PROFESSIONAL OR NONPROFESSIONAL DEVELOPMENT  
2003-04 AND 2004-05**

<i>SUBSTITUTE PURPOSE</i>	<i>2003-04</i>	<i>AUGUST 1, 2004- DECEMBER 31, 2004</i>
<b>PROFESSIONAL DEVELOPMENT</b>		
Amount Paid	\$34,165	\$35,874
Number of Days	683	717
Number of Hours	5,466	5,740
<b>NON-PROFESSIONAL DEVELOPMENT</b>		
Amount Paid	\$644,620	\$173,749
Number of Days	12,892	3,475
Number of Hours	103,139	27,800
<b>TOTAL</b>		
Amount Paid	\$678,785	\$209,623
Number of Days	13,576	4,192
Number of Hours	108,606	33,540

SOURCE: CISD Business Services, January 2005.

CISD had 14 permanent substitutes at various periods in 2003-04 and three in 2004-05. CISD uses permanent substitutes for teaching positions not filled by a permanent certified teacher. CISD did not segregate the pay for permanent substitutes into a separate account; therefore, the actual teacher absence days could be slightly less. In 2003-04, CISD spent \$644,620 for substitute teachers due to teacher absences and an additional \$34,165 for substitute teachers to cover teachers absent for staff development.

In contrast, the information provided by the Personnel Service Department for teacher absences paints a distinctly different picture. Teachers were absent an average of 9.63 days per teacher in 2003-04, and from September 2004-05 through December 31, 2005, teachers were absent an average of 3.55 days per teacher, of which 2.87 were coded for staff development. **Exhibit 3-5** provides the teacher absence details based on the Absence from

Duty report provided by the Personnel Service Department.

CISD began tracking teacher absence reasons in its automated substitute caller system in August 2004. **Exhibit 3-6** summarizes teacher absence reasons by school. The review team was not able to reconcile the numbers to the data provided by the Business Department in **Exhibit 3-4** and the payroll files in **Exhibit 3-5**.

In addition to these three sets of data, parents also expressed concerns about the number of days teachers were absent. Some parents said that substitutes were babysitters and not teachers. Written survey responses from parents from the review team's survey indicated that only 46 percent agreed that a substitute teacher rarely teaches their child, 22 percent had no opinion, and 32 percent disagreed.

Excessive teacher absences cause higher payroll costs and can lead to declining student achievement since

**EXHIBIT 3-5  
TEACHER ABSENCES AS PER ABSENCE  
FROM DUTY REPORT  
2003-04 AND 2004-05**

<i>DESCRIPTION</i>	<i>2003-04</i>	<i>AUGUST 1, 2004- DECEMBER 1, 2004</i>	<i>STAFF DEVELOPMENT ABSENCES 2004-05</i>
Number of Teachers	496	547	547
Number of School Days	178	178	178
Total Teaching Days for all Teachers (178 x teachers)	88,288	97,366	97,366
Total Substitute Days	4,775	1,943	1,569
Percent Absenteeism	5%	2%	2%
<b>Average Absences per Teacher</b>	<b>9.63</b>	<b>3.55</b>	<b>2.87</b>

SOURCE: CISD Personnel Service Absence from Duty report, January 2005.

**EXHIBIT 3-6**  
**TEACHER ABSENCES BY REASON**  
**PER AUTOMATED SUBSTITUTE CALLING SYSTEM**  
**AUGUST 16, 2004–APRIL 5, 2005**

<b>CAMPUS</b>	<b>SCHOOL BUSINESS</b>	<b>PROFESSIONAL LEAVE</b>	<b>PERSONAL ILLNESS</b>	<b>TOTAL</b>
Carroll T. Welch Intermediate	203	53	99	355
Clint High School	377	4	113	494
Clint Junior High	153	51	84	288
Desert Hills Elementary	469	6	236	711
East Montana Middle	327	11	130	468
Frank Macias Elementary	166	333	169	668
Horizon High School	224	353	263	840
Montana Vista Elementary	643	1	219	863
Mountain View High School	499	24	201	724
Red Sands Elementary	562	7	248	817
William D. Surratt Elementary	328	123	83	534
Total Absences	3951	966	1,845	6,762
<b>Percent of Total Absences</b>	<b>58%</b>	<b>14%</b>	<b>27%</b>	

SOURCE: CISD Personnel Service Personnel Services, April 2005, based on the SCS reported absence reasons.

certified teachers are not in the classroom to effectively teach their assigned subjects. CISD used an incentive program in 2003–04 to curb teacher absences. Each teacher that did not have any absences during the school year received \$250. Twenty-six teachers received the \$250 perfect attendance award in 2003–04.

CISD should develop additional coding letters or numbers to improve teacher absence purpose reporting. Once the SCS is interfaced with the payroll system, the two files would be reflective of each other. Coding should use letters or numbers to identify long-term substitute teachers, substitute pay for attending orientation, and teacher absences for staff development. In addition, analysis of individual and campus absenteeism data to identify patterns or trends should be conducted on a monthly basis. Once reasons for teacher absenteeism are identified, corrective action should be taken to improve teacher attendance and reduce the use of substitute teachers. CISD should also examine all policies and practices that result in teachers being away from the classroom and closely monitor the use of personal leave or sick leave to ensure that abuses in policies and practices do not occur. CISD should strive to reduce teacher absences by a minimum of two days per teacher each year. This would result in an annual savings of \$54,700 and a five-year savings of \$273,500 ( $\$50$  per day average substitute teacher salary  $\times$  2 days  $\times$  547 teachers  $\times$  5 years = \$273,500).

**TECHNOLOGY (REC. 23)**

CISD's Comprehensive Information Management System (CIMS), the software used on the district's AS400 (the administrative computer system), is not user-friendly, and does not allow for efficiency in the

Personnel Service Department. Moreover, the Personnel Service Department does not have a Human Resource Management System (HRMS) that integrates all human resource processes. The CIMS system does not have the capability to automate or maintain many of the required human resource functions. Data entry into CIMS is simple; however, data analysis and report generation is more difficult, since CIMS is mainframe-based and requires the knowledge of query development. The department has one individual with knowledge of how to run non-routine queries. Because of CIMS limitations, the Personnel Service Department supplements CIMS with Microsoft Office tools to perform daily tasks. Personnel Action Forms (PAFs), employment applications, teacher absence reporting, performance evaluations, time reporting, and professional development activities are all paper-based forms forwarded to the Personnel Service Department for processing.

Since CIMS does not have an automated or online capability for completing PAFs, the district completes the forms manually and submits them to the Personnel Service Department. PAF forms are required to be completed whenever there is any change in employment status or pay. The forms include information regarding a new hire, transfer, stipends, extra duty pay, temporary classification or assignment change, and termination. The manual processing of PAFs causes some delays and can result in inaccurate data. For example, if an employee is supposed to receive a pay change due to a job change or stipend, and the PAF is delayed or lost, the payroll files do not contain the appropriate pay information causing an employee's paycheck to be

incorrect. Additionally, Personnel Service staff said that they often receive duplicate PAFs because of delays in receiving the original PAF. In some instances, the Personnel Service Department has not received the PAF in a timely manner, so the staff contacts the originator of the PAF and processes yet another form, and in the meantime, the original PAF has been received. The Personnel Service Department was unable to easily provide the number of PAFs processed because they are maintained in binders and are not numbered as they are processed. There are numerous binders with each employee's movement regarding absence, extra-duty pay, tutoring assignment, and reassignment, all requiring a PAF.

Moreover, CIMS does not have the capability to allow performance appraisals to be completed online or record the appraisal date and results. Therefore, they are completed on paper and submitted to the Personnel Service Department. The Personnel Service administrative assistant is responsible for performance appraisal distribution and has developed a spreadsheet to monitor appraisals distributed and returned; however, results are not recorded. Additionally, CIMS does not have an automated employment application module. The applicant completes all employment applications on paper. Employment applications and completion instructions are available on the district's website for individuals to download and complete. Once the employment application is completed, the individual either can submit it in person or can fax it to the Personnel Service Department. The number of employment applications received increased from 1,987 in 2003 to 2,887 in 2004. CIMS uses the applicant-tracking module of CIMS to track employment applications received. Once the application is received, it is stamped with the date and numbered sequentially. A Personnel Service employee then enters the applicant's name, social security number, position applied for, and application number into the applicant tracking system. Paper applications are filed by application number by Personnel Service employees and remain on file for one year. Due to the volume of paper transactions, one person specifically dedicates 50 percent of the time to filing documents in employee files.

To view employment applications, a staff member of a CISD hiring department must physically go to the Personnel Service Department and view each submitted application. The hiring principal or department supervisor then determines which applicants they would like to interview. Once the interview is conducted, the copy of the employment application must be returned to the Personnel

Service Department along with the interview decision. Employment applications are copied for interviews in order to maintain the original on file.

Online employment applications systems are Web-based and allow potential employees to complete an application through the Internet at their convenience. Transcripts, resumes, and certifications can be electronically attached to the application. These systems also store all data so that an individual does not have to complete a new application to apply for additional positions. In addition, the system matches applicants to job postings and allows authorized employees to view employment applications at their convenience from any location. Online employment application systems save funds traditionally associated with data entry and photocopying of paper applications, screening applications for minimum qualifications, answering repetitive questions from applicants regarding an application's status, and manually compiling and reporting data used for Equal Employment Opportunity Commission (EEOC) reporting. Online application systems also have the capability to interface with human resource information systems so that employee data can be electronically transferred from the application to the employee file.

Many new Human Resource Management Systems (HRMS) are Web-based and allow employee files to be maintained in an electronic format. They also allow personnel action forms to be entered by supervisors at remote locations and processed online. Organizations can also enable a feature that allows employees to view their personnel records and update contact and benefits information online. These systems save time, paper, and improve data accuracy. A HRMS system provides current and accurate data for the purpose of control and decision-making and is more than a repository of data and employee files; it can provide reports that facilitate human resource staffing needs, strategic planning, and career and promotion planning.

Some Texas school districts like the Los Fresnos Consolidated, Spring Branch, and Laredo ISDs have made personnel-related forms available on their websites for employees to download and complete. The completed forms can be submitted to their Personnel Services Department via email, fax, or mail. Denver Public Schools in Denver, Colorado, and Virginia Beach Public School in Virginia Beach, Virginia, use their HRMS to process all employee transactions. Principals and administrators can initiate personnel action forms online from their offices when convenient. These are electronically routed through the appropriate approval paths and then their Human Resources Department. Most transactions are automatically posted to the employee

records. A history of all transactions is maintained in the employee's electronic personnel file, reducing the paperwork involved, time delays, and potential for misplaced documents, and improving data accuracy. Employees can view their personnel records and update contact and benefit information online through the employee self-service feature.

As the district grows by 300 to 400 students per year, CISD will need to hire additional staff and maintain more employee records. The Personnel Service Department's need for information processing, storage, and reporting will increase more than can be efficiently and effectively handled with the current CIMS system. CISD should conduct a comprehensive assessment of the Personnel Service Department's future needs for an appropriate Human Resource Management System (HRMS). The HRMS system should also be capable of providing employees self-service so they can view their employment records and have the capability of updating their contact information and benefits elections securely. Ideally, the new system should allow for all employee data, including PAF's, certifications, professional development, and performance evaluations to be completed online.

The Personnel Service Department should purchase an automated employment application that can be interfaced to CIMS or any information system that the district may acquire in the future for a one-time cost of \$25,000 plus an annual maintenance fee of \$3,000 for years 2006–07 through 2009–10 (the first year of maintenance is free).

#### **AUTOMATED SUBSTITUTE CALLING SYSTEM (REC. 24)**

The automated Substitute Calling System (SCS) is not interfaced with the district's payroll system, making the process inefficient. The district's automated Substitute Calling System (SCS) has the capability to interface for automatic time and attendance reporting of teachers and substitute teachers but it does not interface with the district's payroll system. CISD implemented the SCS in 2004–05. Although the SCS has the capability to interface with the district's payroll system for automatic time and attendance reporting of teachers and substitute teachers, CISD has not implemented this functionality due to the age of the CIMS system and the cost involved. Furthermore, the secretary to the assistant director of the Personnel Service Department is responsible for administering the system instead of the Technology and Information Services department. Approximately 60 percent of the secretary's time is dedicated to SCS administration. This activity includes entering substitute teachers as they are approved, training

teachers and substitute teachers on how to use SCS, and database maintenance.

CISD purchased the SCS for \$33,824 and beginning in 2005–06 will pay \$5,000 in annual maintenance fees. The SCS is a Web-based system, and teachers have the option to call in their absences over the telephone or enter them through the Web and indicate whether a substitute is needed or not. They can also enter known absences in advance. The SCS then calls listed substitutes who can then respond via the telephone or through the Web. The SCS system also has the capability to provide reports for employee absence analysis. For example, reports can be generated that list absences by employee, day of the week, date, and type. It can also report in specific substitute teacher patterns such as when a substitute has registered for all schools but only accepts positions at a specific school or for specific teachers.

Because the SCS is not interfaced with the payroll system, teachers are still required to complete an Absence from Duty form, and substitutes are required to complete a time sheet. The Personnel Service Department reconciles these documents and manually enters them into the payroll system to pay the substitute. According to the Personnel Service Department, the SCS will eventually be linked to the payroll system, but no date for the integration has been set due to the district being in the process of making a decision as to whether it will purchase a new information system.

CISD should interface the SCS with the district's payroll system and transfer administrative responsibilities of the SCS to the Technology and Information Services department. Due to the labor involved by teachers, campus staff, and the Personnel Service Department to process teacher absences and substitute teacher workdays, CISD should implement the SCS interface with the district's current payroll system. Interfacing the SCS with the payroll system will reduce paperwork, enable consistent absence reporting, and increase the accuracy and efficiency of absence data in the payroll system. Having all absences reported in the same system and in the same manner will also allow analysis of absence trends to determine potential problem areas or employees. Interfacing the SCS with the current payroll system would result in a one-time cost of \$12,000.

The Personnel Service Department should train staff in the Technology and Information Services department on the SCS and transfer administration of SCS to the Technology and Information Services department by August 2005. The Personnel Service Department should remain responsible for entering approved substitute information into the SCS. The

Personnel Service Department secretary's time currently allocated to the SCS administration could be transferred to implementing an online employment application system and facilitating the comprehensive needs assessment for a Human Resource Information Management System and its implementation after purchase.

#### **SALARY STUDIES (REC. 25)**

While the Personnel Service Department salary studies include surrounding school districts, they do not include local businesses' hourly salary and benefits information to determine salary competitiveness with private sector business for high-competition positions such as carpenters, electricians, and other skilled trades. Horizon City is a fast-growing area, and competition for skilled trades is exceptionally strong. The Personnel Service assistant superintendent conducts salary studies for teacher and administrative positions by researching information local school districts have on their Web pages each year. The Personnel Service Department led a formal salary study of auxiliary staff that was completed in December 2004. However, the participants were local school districts in Region 19 and did not include local businesses.

The assistant superintendent for Personnel Service said the reason for not including local businesses was that CISD could not compete with private sector salaries since the private-sector employee receive pay for an entire year, whereas CISD employees receive pay for only a school year. In a March 2005 meeting with district officials, they mentioned that the district also takes into account benefits paid and that "in most cases, hourly wages produced by the district far exceed the local business."

Competitive salaries and benefits attract and retain qualified and competent staff. Managing payroll costs effectively and efficiently provides districts with the flexibility to distribute scarce funds to necessary programs. A sound compensation system should facilitate the following objectives:

- provide external competitiveness and equity;
- provide internal equity;
- be understandable to and accepted by employees;
- be affordable; and
- provide ease of administration.

CISD should include local businesses in the annual salary survey. Hourly wages should be benchmarked along with fringe benefits provided such as health insurance. Including local businesses in the salary

survey would not result in additional costs to the district's study.

#### **DISTRICT EMPLOYEE JOB DESCRIPTIONS (REC. 26)**

The Personnel Services Department develops job descriptions for new positions and updates existing job descriptions when vacancies occur, but the department does not ensure that each job description includes appropriate educational or skill requirements relevant to the position or follows a consistent format. Consequently, not all district job positions reflect relevant educational and skill requirements needed for the position. In addition, the lack of a consistent format where all job descriptions include relevant educational and skills needed for the position, may place the district in jeopardy. The district may not be hiring the most qualified employee or could possibly open it self to litigation by an employee who challenges the district regarding qualifications or tasks they may have been hired to do at the time of employment.

The review team's evaluation of CISD job descriptions noted inconsistencies in the required education qualification section. Some job descriptions did not have required qualifications listed, and others had incomplete or inconsistent qualifications. For example, the educational requirements for some positions are as follows:

- The assistant superintendent of Personnel Service requires a bachelor's degree in human resources, organizational development, business, or public information and five years' administrative experience.
- The assistant director of Personnel Service requires a bachelor's degree, master's degree with additional graduate study preferred, and appropriate administrative certification for assignment.
- The executive director for Business Services requires only TASBO certification.
- The purchasing manager requires a high school diploma with a bachelor's degree preferred.
- The assistant superintendent of Instructional Services requires a master's degree in education administration, a Texas Mid-management or other appropriate Texas certificate, and Certified Professional Development and Appraisal appraiser.

Job descriptions for the assistant superintendent of Personnel Services and the assistant director of Personnel Services are identical with the exception of two task statements. However, during interviews with the assistant superintendent and assistant

director, it became apparent that the job descriptions are not accurate and therefore have not been updated to reflect the current positions' tasks. According to the interviews conducted, while there is some overlapping of responsibilities, most of the actual responsibilities and job tasks of the two positions are different from each other. The assistant superintendent's role includes the following responsibilities:

- overseeing the department and personnel processes for professional staff;
- keeping the district informed of employment regulations;
- implementing employment regulations;
- ensuring that the district compiles and provides required federal and state labor reports; and
- working with the superintendent, Business Services executive director, and board to establish staffing allocations.

However, most of the assistant superintendent's time is spent in the role of ombudsman and providing guidance to district supervisors and employees in handling employee issues. There is no documentation available or measurements in place to determine whether providing this kind of guidance reduces employee grievances and litigation. In 2003–04 there were three employee grievances filed. Each was resolved at the first-level hearing without escalating to the board-level hearing. One lawsuit was filed in January 2005 by an employee for wrongful termination.

Job descriptions are the basis for informing individuals of job requirements and should be used to ensure that individuals hired meet all necessary requirements. They help current employees understand the tasks expected of them and provide a basis for performance evaluations and salary structure.

According to the Texas Association of School Boards, benefits from a district providing current job descriptions for all positions include the following:

- provides a basis for hiring and placement activities, including job position, recruiting, and selection of new employees;
- assists supervisors in developing employee orientation and training programs;
- clarifies responsibilities and expectations of employees;
- serves as a reference tool in evaluating employee performance;

- clarifies lines of authority and communication;
- indicates inconsistencies, areas of inefficiency, and overlapping responsibilities in job assignments and work flow;
- enables supervisors to design career paths or promotional systems for employee groups; and
- assists in compliance with equal employment opportunity laws and regulations.

The Personnel Service Department should update all job descriptions to reflect actual tasks performed and apply the use of industry standards regarding education and work experience appropriate to the position by the end of 2005–06. Once the Personnel Services Department has completed a draft of the revised job descriptions, these should be provided to the hiring principal or department supervisor for review and addition of any unique skills needed. Once the job descriptions have been revised, CISD should require all individuals to meet the stated qualifications in order to occupy the position. Current employees could be exempt from meeting the new educational requirements for the position.

#### **EMPLOYEE EVALUATION (REC. 27)**

CISD's performance evaluation instrument for non-instructional staff does not provide feedback mechanisms for the employee to give input; rating criteria are subjective and performance expectations are not clearly defined. CISD has different performance evaluation instruments for instructional and non-instructional staff. The evaluation instrument used for non-instructional staff lists job tasks from the position's job description and has a rating scale of *Below Expectations*, *Meets Expectations*, or *Exceeds Expectations* for each task statement. Performance expectations are not clearly defined or measurable, and there are no sections for employee comments and goals. Managers and employees can have different performance expectations when goals are not clearly defined and when employees are not provided an area for written feedback, it is not always clear if the employee agrees with or understands the performance evaluation.

Each employee at CISD receives a performance appraisal on an annual basis. The review team selected a random sample of 21 of the 1,149 employee files. Signed and dated annual evaluations were found in each file; however, the appraisal forms lacked mechanisms for employee feedback and ratings were subjective.

Performance standards identify specific criteria for measuring job performance and provide the employee with a clear understanding of acceptable performance and expectations. They also allow for

objective evaluations that can support potential litigation. Effective performance standards describe performance expectations in terms of timeliness, cost, and quality; specify the acceptable margin for error; and specify conditions under which the performance is to be accomplished or assessed. Good performance standards are realistic, specific, measurable, and consistent with the district's goals.

Measurable performance standards provide the foundation for a formal performance appraisal. An effective performance appraisal process can serve as a counseling tool and improves communications between supervisors and employees.

Denver Public Schools in Denver, Colorado, have developed performance evaluation instruments that are online and include areas where managers and employees can enter their professional development goals and performance evaluation comments. Performance evaluations are specific to the type of employee and include measurable standards for certain performance expectations such as attendance and punctuality. Definitive terms of what *Does Not Meet Standards*, *Meets Standards*, and *Exceeds Standards* mean are included in each performance measurement. Additionally, each performance measurement has a score. All scores are totaled to provide an overall performance score.

Evaluating employee performance is a time-consuming process that should benefit the employee and the employer. The performance appraisal process should be more than recording of task results. It should be a performance management tool that identifies expectations and improvement opportunities. Formal performance appraisal systems are designed to accomplish the following:

- maintain or improve employee job satisfaction and morale by letting them know that their supervisor is interested in their job progress and personal development;
- serve as a guide for planning of further training;
- assure thoughtful opinion of an employee's performance throughout the period in relation to specific goals and assigned tasks;
- provide assistance in determining and recording special skills and capabilities;
- assist in planning personnel moves that will best utilize each employee's capabilities;
- provide an opportunity for each employee to discuss job problems and interests with their supervisor; and

- provide substantiating information to support wage adjustments, promotions, disciplinary action, or termination.

The Personnel Service Department should revise its non-instructional staff performance evaluation instrument to include department-specific and objective performance measures. The performance expectations should be in measurable terms collaboratively set by the supervisor and employee, identify developmental activities to achieve, and provide comments from the supervisor and employee. Performance measures should be related to the department and the achievement of district goals and objectives. Supervisors should be trained on how to establish measurable expectations and how to help employees identify personal development goals. This recommendation should be completed by December 2005. When the district acquires a new human resource information management system, it should include the ability to perform online employee performance evaluations as a functional requirement of the new system.

#### **PERSONNEL SERVICE ONLINE (REC. 28)**

The Personnel Service Department's Web page located on the CISD website is not informative or well organized. The Personnel Service Department's Web page is only a listing of department employees. When the name is clicked, a pop-up box appears prompting the viewer to type and send a message to the employee via email. As a result, internal and external customers must contact the Personnel Service Department to obtain information and forms. There are no downloadable personnel forms such as job descriptions, employee performance evaluations, employee benefits enrollment or change forms, personnel action forms, and Absence from Duty forms on the website.

Job vacancies, salary schedules, and downloadable employment applications are available under the employment tab of CISD's website, and employee handbooks, district policies, and administrative regulations are located on the policies tab of CISD's website. In contrast, Socorro Independent School District's Personnel Service Department website is easy to navigate and contains links to personnel information and needed forms. The information and forms are organized by links to safety page, claims page, benefits site, and time clock forms.

San Benito CISD's Human Resource and Personnel website contains staff information and links to personnel information and forms. The navigation tool bar contains the following links:

- Job Openings;
- Career Opportunities;
- Salary Schedule;
- Health Insurance Plan;
- Life Insurance;
- Policy Online;
- Safety Tips;
- Healthy Tips;
- Sexual Harassment;
- H.A.S.; and
- Secretaries Handbook 2003–04.

Laredo ISD's Human Resources Department website is user-friendly and provides information about the department. There are links to downloadable personnel forms and policies. The web site contains the following links:

- Current Vacancies;
- Online Application;
- Download Employment Application;
- Mission, Goals, Objectives;
- Employee Benefits;
- Frequently Asked Questions;
- Human Resource Staff;
- Procedures Manual & Forms (HR Staff Only);
- Recruitment Video (Low Bandwidth);
- Career Fair Schedule;
- Local Information Booths;
- Teacher Pay Plan;
- Administrative Pay Plan;
- Professional Pay Plan;
- Paraprofessional Pay Plan;
- eForms
  - Disciplinary Warning Form;
  - Employee Grievance Form;
  - Recommendation Form;
  - Request for Position Action Form;
  - Committee Recommendation Form;

- Confidentiality Form;
- Final Recommendation Form;
- Employee Telephone Ref. Form;
- Human Resource News Updates;
- Accommodation for Educational Pursuits Requests Form;
- Employee Tuition Assistance Program;
- TRS-HR Account Information;
- Reasons Why You Should Join LISD 2004–2005;
- Employee Assistance Program (EAP) Services;
- GED to PhD News for Paraprofessionals;
- GED to PhD News for Teachers;
- No Child Left Behind Bulletin; and
- Employee Retirement Incentive Program.

The website also lists salary and sign-on incentives.

The Personnel Service Department should redesign its website so that it is informative, easier to use and contains downloadable forms frequently used by employees and the department. Personnel Service staff should work with the web integration specialist of the Technology and Information Services department to design a Personnel Service website that contains links to all personnel-related information and downloadable forms. To the extent possible, all forms used by the Personnel Service Department should be placed on the website. The Personnel Service Department has a strategic plan and annual activities calendar that should be placed on the website. The redesign should be completed by December 2005. Regular updates should occur throughout each school year afterwards.

Providing department information and forms that are readily available enhances customer satisfaction since it allows users to obtain information and complete forms at their convenience.

Implementation of the recommendation also saves employee resources associated with customers contacting the department to have information and forms sent to them through mail, fax, and email. Since CISD has a web developer and website, there would be no additional costs of implementing this recommendation.

For background information on Personnel Management, see p. 186 in the General Information section of the appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 3: PERSONNEL MANAGEMENT</b>							
21. Align staffing formulas with Southern Association of Colleges and Schools (SACS) standards and revise board policy to reflect these standards.	\$202,088	\$202,088	\$202,088	\$202,088	\$202,088	\$1,010,440	\$0
22. Develop additional coding letters or numbers to improve teacher absence purpose reporting.	\$54,700	\$54,700	\$54,700	\$54,700	\$54,700	\$273,500	\$0
23. Conduct a comprehensive needs assessment for a new Human Resource Management System and purchase an online employment application system.	\$0	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$12,000)	(\$25,000)
24. Interface the automated Substitute Caller System to the district's payroll system and transfer administrative responsibility to the Department of Technology and Information Services.	\$0	\$0	\$0	\$0	\$0	\$0	(\$12,000)
25. Include surrounding businesses' hourly wages in salary surveys for auxiliary staff.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
26. Update all job descriptions.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
27. Revise non-instructional staff employee evaluations.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
28. Redesign the Personnel Service Department's website so it is informative, user-friendly and contains downloadable forms.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 3</b>	<b>\$256,788</b>	<b>\$253,788</b>	<b>\$253,788</b>	<b>\$253,788</b>	<b>\$253,788</b>	<b>\$1,271,940</b>	<b>(\$37,000)</b>





# Chapter 4

## Facilities Construction, Use, and Management

Clint Independent School District



## **CHAPTER 4**

# **FACILITIES CONSTRUCTION, USE, AND MANAGEMENT**

Clint Independent School District's (CISD) maintenance operations support and serve the district from a central maintenance facility located near the center of 380 square miles of the district's territory. All maintenance staff is dispatched from this location. The coordinator of School Services oversees the daily operations of schools, including maintenance and custodial activities. The staff is composed of 69 custodians and 47 maintenance staff, which include nine general maintenance workers, 12 grounds staff, six craftsmen for heating, ventilation, and air conditioning (HVAC), six electricity staff, two plumbers, three warehouse staff, and three sewage plant workers. The coordinator of School Services has the additional duty of maintaining a current and compliant asbestos abatement program. Construction projects and capital improvement efforts are coordinated through the central administration facility by the coordinator of Facilities with the assistance of contracted project managers, architects, and other construction professionals.

### **ACCOMPLISHMENTS**

- CISD reduces the cost of custodial supplies through an apportionment system that dispenses cleaning supplies with greater economy and control than before the district began full participation in the program.

### **FINDINGS**

- The district does not have a comprehensive and long-range facility master plan that includes all of the elements required for a fast growth district such as CISD. The current planning processes produce inadequate results and short-term, reactive solutions.
- CISD does not effectively conduct joint planning activities with the townships where its schools are located and does not have a formal policy for school site selection. Consequently, the district has had to undertake costly infrastructure projects that are typically funded by other government entities in most other school districts.
- The district has not developed a method to accurately and reliably project student enrollment. Attendance zones are not accurately analyzed, and population forecasts as well as demographic analysis are outdated. This results in a range of school utilization rates from a low of 43 percent at Clint Junior High School to a high of 88 percent at Horizon Junior/Senior High School.

- Despite the recent reorganization of the district's staff, the new organizational structure still places the energy manager in an ineffective reporting structure that does not maximize the position's roles, responsibilities, and duties.
- The district does not systematically include the energy manager and maintenance staff in the capital improvement and construction efforts. Consequently, the district's facilities lack the systematic and ongoing input of critical staff that could help monitor the cost to operate and maintain facilities.
- The district does not have active and documented preventive maintenance procedures to coordinate, budget, and schedule resources for preventive maintenance efforts.
- The School Services division does not have a fully automated work order system to help prioritize and track its work orders electronically. As a result, work orders have not been used effectively to set accurate targets for completion, measure performance, and establish cost-control strategies.
- The district has not established and documented an energy management program to control energy usage and thereby reduce costs. Although the district has had energy conservation guidelines in place as well as an effective system to track energy consumption for each school, it does not compile the information in a way that allows for comparative analysis and performance measurement. Five of the district's facilities exceed the state standard of \$1.00 per square foot for energy costs.
- While CISD deploys custodians within the overall guidelines of its internal allocation formula, CISD does not distribute staff equitably to each of its campuses.
- CISD does not perform cost-benefit analysis to determine the relative value of in-house operations versus contracted services for custodial, maintenance, and grounds operations.
- The district lacks a facility usage formula for its Clint High School library, as it is not seeking adequate financial support from the town of Clint for library services it provides to town residents. The district operates a library for the town people after school hours, yet requests no reimbursement.

**RECOMMENDATIONS**

- **Recommendation 29 (p. 67): Develop a long-range facilities master plan.** This should include the development and/or updating of school capacity ratings for each school, condition analysis, and functional adequacy studies for each campus. To develop the master plan, the district should determine the actual student capacity of each school based on its current use and the capacity of each school based on future programs, update the demographic analysis, prepare a student forecasting model to project student enrollment by school and grade over the next five years, present the plan to the board for approval and implementation, and regularly update and revise the plan as circumstances require.
- **Recommendation 30 (p. 69): Conduct joint planning activities with the townships of Clint, Horizon City and East Montana and local utility companies and establish specific criteria for selecting sites for new district schools.** The district should establish a committee to meet with each of the town council memberships and local utility companies regularly to establish working partnerships to improve the coordination of installing services such as roads, water and sewer lines, and wastewater treatment plants.
- **Recommendation 31 (p. 70): Update and modify enrollment projections annually.** The district should assemble a committee to develop the specific criteria for another demographic study to address the need to forecast student population growth in all attendance boundaries. This should be done along with demographic analyses that forecast population growth in specific areas of Horizon, Clint, and East Montana.
- **Recommendation 32 (p. 72): Reassign the energy manager to report to the coordinator of Facilities.** This new reporting assignment will functionally align the roles and responsibilities of the energy manager with those functions resident in facilities coordination.
- **Recommendation 33 (p. 73): Include the coordinator of School Services (maintenance operations) and the energy manager on the planning committee for construction and capital improvements to assist in planning.** Their involvement will bring together operations that are naturally synergistic, because maintenance and energy management provide

critical support services for construction planning, pre-construction, construction, post-construction, and pre-occupancy and post-occupancy phases of capital improvement activities.

- **Recommendation 34 (p. 74): Implement a preventive maintenance program that provides regularly scheduled reviews and repairs for all facilities.** The coordinator of School Services should develop the preventive maintenance program along with a detailed preventive maintenance schedule for all maintenance projects in the district and prioritize these projects, by building, for both facilities and equipment. A timeline and budget for performing preventive maintenance projects should also be clearly established.
- **Recommendation 35 (p. 75): Expand the capability of the work order system so it is fully automated so labor, material costs, and completion times may be tracked to better dispatch and manage staff to improve operating efficiency.** Once the process is fully implemented, the new system will also allow the coordinator of School Services to rely on an automated system to objectively prioritize non-emergency work orders, route work orders to appropriate staff, and measure performance of maintenance teams.
- **Recommendation 36 (p. 77): Develop a districtwide energy management program and strategies to bring energy rates down for buildings that exceed the industry standard of \$1.00 per square foot.** This program should include a written plan, regular audits, and collaboration with energy companies.
- **Recommendation 37 (p. 78): Equitably distribute custodial staff among schools.** The district should reallocate excessive custodial full-time positions to areas or campuses where there are deficiencies in positions.
- **Recommendation 38 (p. 80): Implement a process to perform regularly scheduled cost-benefit analysis for custodial operations for nightly cleaning, periodic grounds operations, and maintenance operations.** To maintain the lowest possible cost for the district’s maintenance operations, an annual or semi-annual review of services should be conducted to determine if outsourcing operations are more cost effective. These ongoing evaluations should be in writing and available to the school board and the public for review.

- Recommendation 39 (p. 80): Develop a facility usage formula for reimbursement for the free library services provided to local residents from the library located at Clint High School to be submitted to the town of Clint annually.** The reimbursement formula should include the estimated costs to the district for serving residents of the town of Clint for utilities, custodial services, maintenance operations, and staff.

**DETAILED ACCOMPLISHMENTS**

**CUSTODIAL SUPPLIES DISPENSING SYSTEM**

CISD reduces the cost of custodial supplies through an apportionment system that dispenses cleaning supplies with greater economy and control. Specifically, the district reduced its custodial supply budget by about 11% from 2002 to 2003 – the first year the district fully initiated its participation in the apportionment system. The apportionment system is a standardized custodial program that incorporates the products, procedures, and resources necessary to manage a successful custodial operation. The system is considered to be a best practice by large custodial outsource vendors because of the cost savings it achieves while promoting a clean and healthy environment. Consequently, the district is employing a recommended practice that was initiated to save money while enhancing service.

The district uses the apportionment program of a company known as Springtime, a custodial supply vendor on the state bid list. The vendor delivers pre-mixed custodial products and provides state-required training in the use of its products and systems. The district has currently spends about \$130,000 annually for the services offered in contract.

The contract covers all chemicals and regular cleaning tools such as push brooms, mops, and paper products. Mechanical equipment and tools are not included as part of the contract. The district uses the program at all of its campuses.

**DETAILED FINDINGS**

**LONG-RANGE FACILITY MASTER PLAN (REC. 29)**

The district does not have a comprehensive and long-range facility master plan that includes all of the elements required for a fast growth district such as CISD. The current planning processes produce inadequate results and short-term, reactive solutions. Critical data necessary for planning are unavailable, outdated, incomplete, or not detailed enough to provide a basis for a comprehensive long-range facilities plan. Moreover, current and accurate data is becoming increasingly important, as CISD’s growth

has apparently accelerated. **Exhibit 4-1** shows the historical growth for a five-year period from 2000 to 2004.

The district saw its largest increase in the 2004–05 with an increase of 544 students, or more than 5 percent. The projected growth between 2005 and 2009 is shown in **Exhibit 4-2**.

**EXHIBIT 4-1  
CISD ENROLLMENT HISTORY**

YEAR END	ENROLLMENT	PERCENT INCREASE
2000	7,180	
2001	7,587	5.7%
2002	7,886	3.9%
2003	8,206	4.1%
2004	8,564	4.2%
<b>Overall increase from 2000 to 2004</b>	<b>1,384</b>	<b>19.3%</b>

SOURCE: Based on data provided by the CISD Business Services executive director, December 2004.

**EXHIBIT 4-2  
CISD ENROLLMENT PROJECTIONS**

YEAR END	ENROLLMENT	PERCENT OF INCREASE
2005	9,011	5.2%
2006	9,681	7.4%
2007	10,177	5.1%
2008	10,571	3.9%
2009	11,038	4.4%
<b>Projected increase from 2005 to 2009</b>	<b>2,027</b>	<b>22.5%</b>

SOURCE: Based on Enrollment Report provided by the CISD Business Services executive director, October 2004.

In 2000 the district developed a Facility Assessment Plan, consisting of a building condition and appraisal survey that documented the need for school upgrades and renovations. The district used this information to develop a Five Year Plan outlining the timeline for upgrades, renovations, and expansions as well as projected costs and funding sources. The official purpose of the Five Year Plan was to, “establish an agenda for critical issues, along with recommendations that would develop into a long-range facility plan for the district.” However, the Five Year Plan was not developed using critical planning assumptions, such as attendance boundaries, enrollment projections, program assessments, building capacities, and other master planning elements required to create a true long-term facilities master plan. In fact, the Five-Year Plan did not even contain school capacity estimates or include a forecast for future programs to be offered at each school; essential ingredients of a long-term facilities plan. The district intended that the Five Year Plan would evolve into a long-range facilities master plan, but it never did. In addition, the plan has not been

updated since its initial publication in 2000. The district is currently in the final year of the plan.

Effective long-range facilities plans incorporate the following activities:

- Develop and institute a policy and framework for long-range facility planning.
- Create a methodology that is based on assumptions drawn from empirical evidence to provide enrollment projections that are reasonably accurate and are used to estimate future needs for sites and facilities.
- Provide the framework and timeline for effective site selection, timely acquisition, and construction start dates.
- Document student capacity and the adequacy of existing facilities for educational purposes.
- Consider the feasibility of alternatives to new construction.
- Document program specifications and requirements to ensure facilities meet building and construction regulations while supporting and enhancing student education.
- Identify sources for architectural services to assist in planning, constructing, and renovating district facilities.
- Prepare a capital-planning budget that balances facilities needs with expenditures, and identifies funding sources.

**Exhibit 4-3** shows required program elements used by many districts to develop a well-documented and comprehensive master planning approach to facilities.

The district has received the required funding to meet future facilities needs that came directly from a \$67 million bond referendum passed in 2001 and was approved for \$3 million for the last three years for the state’s instructional facility allotment (IFA). The amount of state aid under the IFA program is based on the size of the district, its property values, the number of students in average daily attendance (ADA), and the amount of the annual debt service.

Despite the availability of required funding for construction, the district has experienced difficulties and incurred costs due to its lack of planning. For example, the district has had temporarily housed students in several schools due to prolonged construction of Horizon Middle School. Recently the district approved a plan to relocate fourth and fifth graders from Welch Intermediate and replace them with sixth through eighth graders. Consequently, the departing Welch Intermediate students are allocated to Frank Macias Elementary. Horizon High School will retain ninth through twelfth graders.

Additionally, middle school students are already located at Horizon High School because planning for a new middle school was not begun in time to meet enrollment demand. A well-prepared long-range master plan would have anticipated the need for a middle school and provided the district the time required to meet the demand. A facility master plan

**EXHIBIT 4-3  
SAMPLE LONG-RANGE FACILITY MASTER PLAN ELEMENTS**

<b>PROGRAM ELEMENT</b>	<b>MISSION</b>	<b>RESPONSIBILITIES</b>	<b>UPDATED PLAN ELEMENTS</b>	<b>CISD ELEMENTS</b>
<b>Planning</b>	Needs Assessment	Identify current and future needs.	Demographics, facilities survey, boundary, funding, education program, market, staff capability, transportation analysis.	CISD plan lacks demographic and transportation analysis.
	Scope	Outline required building areas; develop schedules and costs.	Programming, cost estimating, scheduling, cost analysis.	CISD lacks updated elements.
	Strategy	Identify structure.	Facilities project list, master schedule, budget plan, organizational plan, and community involvement plan.	CISD plan lacks clear budget plan elements.
	Public Approval	Implement public relations campaign.	Public and media relations.	CISD plan contains elements.
<b>Approach</b>	Management Plan	Detail roles, responsibilities and procedures.	Program management plan and systems.	CISD plan lacks elements.
	Program Strategy	Review and refine details.	Detailed delivery strategy.	CISD has not documented all revisions.
	Program Guidelines		Educational specifications, design guidelines, Computer Aided Design standards.	CISD plan contains elements.

SOURCE: Texas Education Agency’s Recommended Planning Model for Facilities and Planning, January 2003.

would have provided a strategic roadmap to preemptively address the challenges the district is currently facing.

CISD should develop a long-range facilities master plan. This should include the development and/or updating of school capacity ratings for each school, condition analysis, and functional adequacy studies for each campus. This study should include interviews with the board, staff, principals and community groups to document the district’s current and future educational, administrative, and support services needs. To develop the master plan, the district should determine the actual student capacity of each school based on its current use and the capacity of each school based on future programs, update the demographic analysis, prepare a student forecasting model to project student enrollment by school and grade over the next five years, present the plan to the board for approval and implementation, and regularly update and revise the plan as circumstances require.

In developing a long-range facilities master plan, the district should conduct a detailed study of current facilities and projected building needs based on program assessments, stakeholder input as well as demographic analysis and enrollment forecasts. Such a facility study should include the following aspects:

- an update of the assessment of facilities conducted in 2000 and perform current condition and educational functionality of existing buildings and sites;
- forecasts of student enrollment by school, grade, and districtwide; and
- an evaluation of capacity for all schools and facilities based on current educational programs;
- a complete analysis of each school and facility to evaluate the best use of the building considering educational programs, state staffing requirements, and space requirements;
- an assessment of the technological capacity and functionality within existing facilities;
- an evaluation of schools to determine compliance with state and federal mandates;
- analysis and options for meeting current and projected facilities needs;

The development of a comprehensive long-range facility master plan can be achieved with existing resources. The district should develop a team with the proper skills and experience to engage in long-range planning functions.

**PARTNERSHIPS WITH TOWNSHIP PLANNERS (REC. 30)**

The district does not conduct joint planning activities with the townships where its schools are located and has no formal policy for site selection nor a formal policy to coordinate with town planners or local utility companies to improve the school site selection process. Consequently, the district has had to undertake costly infrastructure projects that are typically funded by other government entities in most other school districts. Despite the fact that the district included representatives from utility companies in construction-phase meetings, the district has not developed a strategy to enlist the townships and utility companies in their long-range efforts to select and improve sites for future development. The district is forced to bear the burden of the costly investments required to install needed infrastructure in schools in unincorporated areas, such as roads, water and sewer lines, and sewer treatment facilities.

The district’s boundaries comprise about 380 square miles, and many of its schools are located in rural areas. The district has built several schools in areas outside of municipal jurisdictions and paid for the construction of permanent infrastructure, such as wastewater treatment facilities in areas where residents live in substandard and mobile housing.

In the town of Clint and in the East Montana area, the townships offer no sewer services. In order to provide sewer services to its campuses and facilities in these areas, the district made improvements and built sewer treatment plants. The district operates three sewer plants: the Clint Plant services Clint High School, Clint Jr. High School, Surratt Elementary School, the Special Education Annex Building, and the Transportation Facility. The East Montana Plant services Mountain View High School, East Montana Middle School and Montana Vista Elementary. Red Sands Elementary has an on-site treatment facility that services its campus. The district administration estimates that it costs the district about \$173,000 annually to operate the treatment facilities.

The district has recently made efforts to improve its site selection process by placing several campuses in close proximity to each other in incorporated areas but has still had to incur expenses due to needed infrastructure improvements. The following are examples of locations the district chose to help minimize infrastructure expenses yet still incurred costs:

- Red Sands Elementary, built in 1999, already had paved streets and water utilities and is a half

block from Montana Avenue, a major four-lane highway in the area. However, the Red Sands Elementary School had no sanitary sewer access, and a plant was constructed to service this campus only.

- Frank Macias Elementary School site was also constructed in a developed and heavily populated area. According to the district management, utilities were readily available and the site bordered a paved street near Darrington, a main street in the Horizon area. The volume of traffic on Darrington, however, caused district planners to move the campus back from the thoroughfare and construct a street leading up to the campus. The street cost the district \$250,000.
- The Horizon High School bordered Horizon Boulevard, a four-lane highway. Utilities were available to the district with the exception of sanitary sewer lines, so the district had to extend the wastewater line and install a lift station on the property as part of the construction costs.

Despite the efforts to improve its site selections, the district still has had to construct and operate three wastewater facilities to treat the sewage at district schools and construct roads when needed. Moreover, the district has no formal policy to coordinate and partner with town planners to improve the site selection process and possible ways to share the cost.

The district should conduct joint planning activities with the townships of Clint, Horizon City and East Montana and local utility companies as well as establish specific criteria for selecting sites for new district schools. The district should also establish a committee to meet with each town council membership and local utility companies regularly to establish working partnerships to improve the coordination of services such as roads, water and sewer lines, and wastewater treatment plants. In addition, the district should work jointly to ensure site selection is adequate, perhaps by requiring an independent professional review of site selections for future schools. This professional review should consider all available options to the district before a site is selected and provide costs/benefit analysis for various planning and site selection scenarios.

Given the district’s fiscal constraints and the vital role of the townships in planning for infrastructure in the areas where the district schools are constructed, the district must collaborate closely with the utility planners of these townships so that the district can utilize available infrastructure resources. The assembly of a formal site selection committee that collaborates with town planners, along with a

clear policy to place restrictions on building in unincorporated areas, will help maximize district resources.

**ENROLLMENT PROJECTIONS  
(REC. 31)**

The district has not developed a method to accurately and reliably project student enrollment. Attendance zones are not accurately analyzed, and population forecasts as well as demographic analyses are outdated. Moreover, the district has not systematically and formally revised and documented the school capacity ratings since 2000. As a result, several schools are severely underutilized, while other schools must constantly shift attendance zones to avoid overcrowding. The lack of current and accurate demographic analysis also prohibits the district from performing accurate attendance zone forecasts that directly determine enrollment projections. In addition, capacity data, which helps determine the optimum use of school buildings, is not combined with enrollment forecast to create a coherent and reliable facilities planning approach.

The lack of a plan or appropriate demographic study to help the district better forecast its enrollment needs caused the district to encounter several problems. For example, the utilization rate for Clint Junior High School is 43 percent, the lowest in the district. Clint Junior High School is in the town of Clint, a rural area with a farming economy and declining population. Clint Junior High feeds Clint High School, which shows a utilization rate of 78 percent. According to CISD projections, Clint High School is expected to produce about 230 graduates in May of 2005 and is projected to receive about 110 students from its feeder school. This pattern will result in a net decrease in enrollment, which will push Clint High School’s utilization rate even lower.

Conversely Horizon High School, a combined junior and senior high school, has a utilization rate of 88 percent, the highest in the district. Horizon High School is located in an area that is growing due to the availability of desirable land and affordable housing, as well as real estate development caused by growth in the greater El Paso area. Utilization rates for CISD schools are shown in **Exhibit 4-4**.

The overcrowding at Horizon High School and declining occupancy at Clint High School are the direct result of population changes. The district attempted to accommodate the rapid growth in the Horizon City area by building a middle school where Horizon High School currently resides. However, in the middle of the construction phase, district administrators decided to expand the building and create a high school instead of a middle school due to community pressure. The district placed some

**EXHIBIT 4-4  
SCHOOL UTILIZATION RATES FOR 2004-05**

SCHOOL NAME	SCHOOL TYPE	GROSS SQUARE FOOTAGE	AREA	STUDENT ENROLLMENT	STUDENT CAPACITY	UTILIZATION RATE
W.D. Surratt	Elementary	90,398	Clint	768	980	78%
Red Sands	Elementary	105,150	East Montana	899	1,560	58%
Montana Vista	Elementary	90,833	East Montana	819	1,266	65%
Frank Macias	Elementary	105,150	Horizon City	786	1,560	50%
Desert Hills	Elementary	105,150	Horizon City	857	1,560	55%
Clint Junior	Junior High	86,805	Clint	373	875	43%
East Montana	Middle	140,425	East Montana	883	1,667	53%
Carroll T. Welch	Intermediate	74,124	Horizon City	654	1,224	53%
Clint High	High	141,606	Clint	587	750	78%
Mountain View	High	127,197	East Montana	1,069	1,686	63%
Horizon HS/MS	Middle/ High	179,227	Horizon City	1,316	1,500	88%

SOURCE: Based on CISD enrollment data as of October 2004 provided by CISD Business Services and capacity data from the CISD coordinator of Facilities.

middle school students at Horizon High School, pending completion of Horizon Middle School in fall 2006, and others at area schools. These solutions were carried out without any comprehensive demographic study that could reasonably predict population growth as well as declines across the district’s boundaries. A specific result was the Horizon Middle School opening too late due to needed changes to accommodate the increase in the population of middle school students in the Horizon City area. The district was then forced to temporarily move students to three different schools to attempt to maximize existing school space. Reliable demographic analyses, which drive attendance zones, would have been able to help create the proper planning necessary to avert the continuous shifting that the district uses to temporarily avert overcrowding.

In addition, the district has not updated its demographic analysis and population forecasts since 2000. In 2000, The University of Texas at El Paso (UTEP) performed a study entitled “Planning for Future Student Growth: Forecasts for Clint Independent School District.” The researchers attempted to project the district’s growth through the year 2020. The study analyzed the population trends in the El Paso area as well as the state of Texas. In its lowest case scenario, the study projects growth in the El Paso area to increase from an estimated 742,576 people in 2005 to 961,827 people in 2030, an increase of 30 percent. In its highest growth scenario, El Paso’s population will increase to 1.57 million people, or by 54 percent. This does not preclude, however, the possibility of CISD gaining in population even more quickly.

The researchers also analyzed the factors that drive population changes within CISD’s boundaries.

According to the UTEP Public Policy Research Center, the issues impacting CISD growth include the following:

- urban expansion and new residential development;
- affordable land available to investors;
- increase in water rights according to the El Paso County Water Authority;
- relocation of El Paso middle income households attracted by affordable housing and quality of life in the CISD area;
- addition to the county’s road system of an outer loop freeway that is projected to generate more commercial and industrial growth; and
- commercial development projected to follow the I-10 corridor.

Factors that could slow growth include the following:

- Relative value of affordable housing in El Paso is similar to that of the Clint area, which may attract some upwardly mobile residents away from the Colonias near Horizon and East Montana in CISD; and
- Economic activity spawned by the North American Free Trade Agreement (NAFTA) has positively affected some industries such as trucking; however, economic benefits have been negligible for border communities like Clint.

The district has not made attempts to adequately research or document demographic patterns since the study. Despite the intentions of the study to give CISD a starting point to project growth, the study did not provide sufficient data and analysis to allow

the district to make sound short and long-term strategic facilities planning decisions, and the district has not used the study for planning since 2001.

The Public Policy Research Center has agreed in writing to provide new research to the district on an ongoing basis. On page 55 of the report the document reads as follows:

“...the Public Policy Research Center will provide new estimates for the next five years in support of this effort by CISD on a pro bono basis, recognizing that the potential growth in the district needs to be tracked and monitored in order to more effectively assist in the strategic planning efforts.”

The district should update and modify its enrollment projections annually. The district should assemble a committee to develop specific criteria for another demographic study to address the need to forecast student population growth in all attendance boundaries. This should be done along with demographic analyses that forecast population growth in specific areas of Horizon, Clint, and East Montana. The district must have total population projections that are disaggregated into attendance zones for school age children. This data should then be used to redraw attendance zones, develop equitable facility use rates, and develop reasonable and accurate enrollment projections by schools and grades.

Given the availability of these services offered on a pro bono basis, the district should develop and draft a request for services to be directed to the Public Policy Research Center. The request should include the following items:

- a presentation on the background of the district’s activities since the last study;
- the current reason and need for a new study;
- the geographic attendance boundaries that need to be forecasted;
- the district’s own outdated forecasts;
- current enrollment data since 2000 by school and grade;
- the current district planning documents; and
- the demographic breakdown for each school.

Additionally, the Texas Association of School Administrators offers a planning service to Texas school districts that includes a demographic analysis and enrollment forecast. CISD should contact both organizations to determine the feasibility of getting assistance performing detailed analysis required for

the district with the uncertain nature of CISD’s population growth.

**ORGANIZATIONAL STRUCTURE AND FUNCTIONAL ALIGNMENT (REC. 32)**

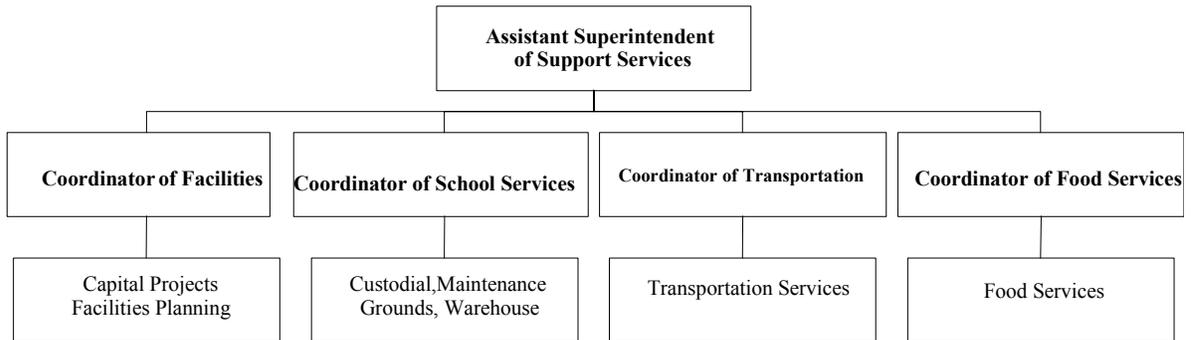
Despite the recent reorganization of the district’s staff, the new organizational structure still places the energy manager in an ineffective reporting structure that does not maximize the position’s roles, responsibilities, and duties. The reporting relationships of the energy manager are also not compatible with the routine functions of the position.

CISD’s coordinators of Facilities and School Services report to the assistant superintendent of Support Services. The coordinator of Facilities is mainly responsible for capital improvement and construction efforts, while the coordinator of School Services manages custodial, maintenance, grounds, and warehouse operations. In January 2005, the district reorganized the reporting relationships in Facilities and School Services following the former superintendent’s resignation in December 2004. Now, maintenance and operations, transportation, security, food services and facilities functions report under the Department of Support Services. The current organization and aligning functions is shown in **Exhibit 4-5**.

Facility operations directors typically provide management oversight to facility operations as well as facility construction and capital improvements. This functionally aligns skill sets along with management priorities to integrate the coordination of facilities activities. However, a major component of facility functions are the coordination of efficient energy use throughout district facilities. Currently the energy manager position reports to the Purchasing manager in the Business Services Department placing the functional area out of alignment. The energy manager’s duties include auditing energy bills and regulating school building temperatures. Energy management is a natural fit with facilities operations because energy, like maintenance and custodial operations, is an important component of a building’s environment.

The lack of proper functional alignment causes inefficiency hindering management’s ability to assign responsibility and accountability to the staff under their supervision. Moreover, the transition of quantitative as well as qualitative information necessary to manage the department’s total needs is more readily achieved when all functional positions are properly aligned. In addition, staff accountable for all aspects of the department can receive direct feedback in a timely manner from their appropriate department head.

**EXHIBIT 4-5  
FACILITIES, SCHOOL SERVICE AND TRANSPORTATION ORGANIZATION**



SOURCE: Developed from CISD maintenance operations organization charts.

The district should reassign the energy manager to report to the coordinator of Facilities. This new reporting assignment will functionally align the roles and responsibilities of the energy manager directly with the functions resident in facilities coordination.

**FACILITY PLANNING COMMITTEE  
(REC. 33)**

The district does not systematically include the energy manager and maintenance director in the capital improvement and construction efforts. Consequently, the district’s facilities lack the systematic and ongoing input of critical staff that could help monitor the cost to operate and maintain facilities. Although various stakeholders in construction projects are invited to attend meetings periodically, the coordinator of School Services, who manages maintenance operations, and the energy manager are not official and ongoing members of the construction and capital improvement planning committee. As a result, maintenance staff is not consistently involved in critical construction planning or pre and post-occupancy building evaluations. Moreover, they are not involved with change orders or the punch-list, which identifies and corrects existing and potential malfunctions in equipment, component parts, equipment installations, construction flaws, and other consequences of poor contractor performance that affect maintenance operations. Early detection of defective equipment, poor craftsmanship, and faulty installation is critical to avoid costly equipment, installation, and repair costs before or immediately after occupancy.

Currently, the coordinator of Facilities conducts weekly meetings that include members of the construction and capital improvements planning committee. According to the coordinator of Facilities, the staff attending the regular weekly construction and facilities planning meeting include the school principal, technology staff, project

contractor, project architect, and construction manager. Maintenance and energy functions are not represented at the meeting, even though activities discussed at the meetings such as site selection, design, construction, equipment selection, material selection, and other physical plant decisions ultimately affect maintenance operations, which include repair, interior and exterior cleaning, and general upkeep. In fact, according to the coordinator of School Services and the coordinator of Facilities, maintenance staff does not inspect the schools until one year after construction is completed. Essentially, maintenance staff becomes directly involved with newly constructed or renovated schools when equipment or facilities are malfunctioning or in disrepair. Often, their involvement occurs just before or after warranties have expired on facilities and equipment.

Past experiences with faulty construction and craftsmanship that have required a broad range of maintenance craftsmen to repair underscore the need to include energy and maintenance staff in construction and capital improvement planning and oversight activities. The following examples indicate problem areas that may have been averted had all expert staff been afforded an opportunity for input:

- Grease traps installed during the construction phase at Red Sands Elementary School were installed backward causing the disposal from the kitchen to congest and backup at the sewage main line.
- Roofs for all district schools had to be replaced prematurely due to faulty workmanship, resulting in an estimated cost of \$4 million to the district.
- Sidewalks paved in the courtyard at Horizon High School create a reservoir during heavy

rains that drains water directly to the media center/library.

- The wood floor of the new gymnasium at Clint High School had to be partially replaced due to damage resulting from water coming up through the foundation.

Although malfunctions sometimes occur during building construction, effective quality controls require the involvement of maintenance staff to prevent added costs. The timely involvement of maintenance staff to directly observe the construction, equipment, and installation might have resolved these issues before the district took occupancy of the building or immediately upon taking occupancy. According to maintenance staff, the last construction effort that provided an opportunity for direct involvement by staff was during the post-occupancy phase of Horizon High School. The staff's input on that project was however, temporary and not part of a long-term strategy to improve quality control for facility construction, upgrade, and renovation.

Additionally, the energy manager is not officially involved in many of the planning and construction phases of facility construction. The energy manager is currently responsible for monitoring the energy management system and related contracts and monitoring energy consumption by school site and initiating conservation efforts. Energy management systems, equipment, and operations are critical components of facilities management because the reliability of those systems is essential to a school's environment.

The district should include the coordinator of School Services (maintenance operations) and the energy manager on the planning committee for construction and capital improvements to assist in planning and help minimize costs to operate and maintain its facilities. Their involvement will bring together operations that are naturally synergistic since maintenance and energy management provide critical support services for construction planning, pre-construction, construction, post-construction, pre-occupancy and post-occupancy phases of capital improvement activities. Change orders submitted to the contractor during critical phases of the construction effort will be enhanced by the knowledge and direct experience found in the maintenance staff. The timely and accurate submission of change orders that identify and correct flaws before initiating the next phase of construction will help prevent delays in the construction process and flaws that may surface after equipment and construction warranties expire.

**PREVENTIVE MAINTENANCE PROGRAM (REC. 34)**

The district does not have active and documented preventive maintenance procedures to coordinate, budget, and schedule resources for preventive maintenance efforts. The lack of documentation also causes the program to have limited data that could assist the department in making more informed decisions in a timely manner. The district has had to perform roof replacements that may have been averted had there been a formal system in place to identify the problems sooner. A preventive maintenance program is a planned approach that is designed to avoid equipment breakage and prevent routine problems from escalating into major repairs or possible premature replacement.

The lack of preventive maintenance causes equipment to break down prematurely, usually after warranties have expired. Widely recognized as an overall beneficial best practice for maintenance operations, preventive maintenance programs are proven to reduce costs. Facilities maintenance best practices have shown that preventive maintenance programs contain maintenance costs through routine and planned inspections of equipment and component parts. Preventive maintenance programs contain the following characteristics:

- list of equipment that requires repair;
- detailed schedules of repair costs;
- timelines for completion of projects; and
- inspection and maintenance procedures.

**Exhibit 4-6** presents a sample preventive maintenance program showing the intervals at which specific items should be inspected, repaired and replaced.

The district should implement a preventive maintenance program that provides regularly scheduled reviews and repairs for all facilities. The coordinator of School Services should develop the preventive maintenance program along with a detailed preventive maintenance schedule for all maintenance projects in the district and prioritize these projects, by building, for both facilities and equipment. A timeline and budget for performing preventive maintenance projects should also be clearly established.

After developing the preventive maintenance program, the district should adequately fund its preventive maintenance budget to address the scheduled preventive maintenance activities for the targeted facilities.

**EXHIBIT 4-6  
SAMPLE PREVENTIVE MAINTENANCE PROGRAM**

AREA	COMPONENT	INSPECTION & REPAIR (3-6 MONTH INTERVALS)	INSPECTION & REPAIR ANNUALLY	INSPECTION & REPAIR (2-5 YEAR INTERVALS)	INSPECTION & REPLACEMENT (7-10 YEAR INTERVALS)	INSPECTION & REPLACEMENT (12-15 YEARS)
Exterior	Roof		•	•		•
	Roof Drainage		•	•		
	Windows & Glass		•	•	•	
	Masonry		•	•		
	Foundations		•			•
	Joints & Sealants		•		•	
Equipment	Belts & Filters	•				
	Motors & Fans	•		•		•
	Pipes & Fittings	•			•	
	Ductwork		•		•	
	Electrical Controls		•		•	
	Heating Equip.	•			•	
	Air-conditioning Equip.	•			•	
Interior	Doors & Hardware		•			•
	Wall Finishes		•			•
	Floor Finishes		•		•	
Site	Parking & Walks		•	•		
	Drainage		•	•		
	Landscaping	•			•	
	Play Equipment		•		•	

SOURCE: MJLM, Compilation of information based on a composite of industry best practices.

This recommendation can be implemented with existing staff but may require overtime compensation. According to an Association of Higher Education Facilities Officers (APFA) publication, *Maintenance Staffing Guidelines for Educational Facilities*, it requires about 10.5 annual labor hours per 10,000 square feet of operating area to perform “Level 3”, or “Mission Important” preventive maintenance. Based on the district’s estimated floor space of 1,283,763 square feet, it may require 1,348 maintenance labor hours to perform additional preventive maintenance (1,283,763/10,000 = 128.4 x 10.5 = 1,348). The district currently employs maintenance craftsmen at a midpoint hourly rate of \$13. The estimated combined annual salary, including 10 percent for benefits, to perform preventive maintenance is \$19,276 (1,348 x \$13 x 1.1).

**WORK ORDER SYSTEM (REC. 35)**

The School Services division does not have a fully automated work order system to help prioritize and track its work orders electronically. As a result, work orders have not been used effectively to set accurate targets for completion, measure performance, and establish cost-control strategies. The district currently uses the Seagull J-Walk work order system as their Web-based Computerized Maintenance Management System (CMMS), which operates as a partially automated work order system that includes several manual steps to assign and track work orders.

The current process presented in **Exhibit 4-7** is not efficient for the flow of necessary information for requestors, maintenance staff, maintenance management and administration.

When reviewing the district’s maintenance operations, the following operational issues surfaced during interviews with maintenance staff, campus administration and custodians:

- The coordinator of School Services manually prioritizes the work orders into two categories, emergency and non-emergency, using his discretion to route the orders to shop supervisors who dispatch the craftsmen. Work orders prioritized manually allow schools to call in non-emergency work orders as emergency work orders, requiring the coordinator to determine the actual priority level.
- Tracking work order status is made more difficult because status changes are not automated; consequently, administrative staff fields phone calls from principals, school secretaries, and custodians attempting to obtain the status of their work orders.

In addition, the review team noted that the following management and control issues were evident based on the observation and evaluation of a sample of work orders:

- Maintenance budgeting for individual schools lacks sufficient quantifiable information to develop staffing allocations and resource needs.

**EXHIBIT 4-7  
CISD WORK ORDER PROCESS USING SEAGULL J-WALK SYSTEM  
2004-05**

STEPS	DESCRIPTION OF STEP	LEVEL OF AUTOMATION
Step 1	Campus office submits work orders from campus.	Electronic
Step 2	Maintenance Operations receives work orders.	Electronic
Step 3	The coordinator of School Services reviews then approves and prioritizes work orders and sends to administrative staff.	Manual
Step 4	The coordinator of School Services' administrative staff prints work orders and notifies team leaders.	Manual
Step 5	The team leaders reviews work orders and dispatch craftsmen to perform repairs.	Manual
Step 6	Craftsmen travel and perform work requests. Craftsmen manually indicate new status on work order form.	Manual
Step 7	Craftsmen report back by radio, phone to team leaders.	Manual
Step 8	Team leaders notify administrative staff of new status.	Manual
Step 9	Administrative staff updates the Seagull J-Walk system to reflect new status.	Manual
Step 10	Users can view new status.	Electronic

SOURCE: Based on a review of work order requisition process with maintenance operations management and staff.

- Historically, work orders have not been budgeted; therefore the true cost of maintenance and resource requirements is not available for planning purposes, and staffing requirements cannot be accurately predicted.
- There is insufficient internal data processed in a way to serve as a basis to assist in a deferred maintenance and/or preventive maintenance program; consequently the district has not fully developed these programs.

The lack of a fully automated work order system forces staff and users to rely on manual processes that are inefficient, time consuming, and error prone. For example, the current work order system allows campus administration to approve and submit work orders from the campus site. Campus administrators currently must go through the Comprehensive Information Management System (CIMS) and access the comments section of the work order to get the current status or updates of the work order. If comments have not been manually updated, the user has no electronic way to confirm the actual status of the work order and cannot determine whether there is a change in status. This process requires administrative staff to field phone calls from principals, campus staff, and custodians who are attempting to obtain the status of their work orders. Administrative staff must interrupt their routine activity and call maintenance staff to determine the status of work requested from the dispatched maintenance craftsman.

These methods of communication create backlogs of work and affect responsiveness and ultimately customer satisfaction. **Exhibit 4-8** shows the level of customer satisfaction based on survey responses received during the performance review.

Based on the survey results, the maintenance response time may be affecting customer satisfaction. Although the School Services division receives favorable customer response for its response to emergency work orders, the response to routine repairs are mixed. Thirty-one percent of respondents either disagreed or strongly disagreed when presented with the statement, "Repairs are made in a timely manner," while 56 percent of teachers agreed or strongly agreed with the statement.

Fully automated work order systems provide maintenance operations with the following capabilities:

- monitor work order status;
- objectively and efficiently prioritize work orders;
- establish targets for work order completion times and track success rates;
- track direct labor hours and material costs by school, work order and staff;
- better quantify the amount of travel time between district facilities;
- easily access historical maintenance records for each school; and

**EXHIBIT 4-8  
RESULTS FROM CISD TEACHER SURVEYS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Repairs are made in a timely manner.	6%	50%	13%	26%	5%
Emergency maintenance is handled timely.	8%	52%	29%	9%	2%

SOURCE: Based on CISD teacher survey administered by the school review team, December 2004.

- schedule and automatically generate timely work for preventive maintenance.

The district should expand the capability of the work order system so that it is fully automated and so that labor, material costs, and completion times may be tracked to better dispatch and manage staff to improve operating efficiency. Once the process is fully implemented, the new system will also allow the coordinator of School Services to rely on an automated system to objectively prioritize non-emergency work orders, route work orders to appropriate staff, and measure the performance of maintenance teams. Moreover, campus administrators and administrative staff will be able to track work order status electronically.

By implementing a fully functional automated work order system, CISD maintenance management can enhance work order processing to facilitate better prioritization, tracking, staff evaluations and preparation of cost estimates for maintenance requests. Based on an estimated usage for the current system, the district would incur estimated one-time cost of \$15,000 to install and implement a new CMMS with annual maintenance costs of \$5,000 beginning in 2006–07.

**ENERGY MANAGEMENT PROGRAM (REC. 36)**

The district has not established and documented an energy management program to control energy usage and thereby reduce costs. Although the district has had energy conservation guidelines in place as well as an effective system to track energy consumption for each school, it does not compile the information in a way that allows for comparative analysis and performance measurement. As a result, the district is not realizing the full benefits of its current energy management system and is not realizing cost savings that could be achieved through an energy management program.

The district has instituted the Energy Cap system at all of its schools and support facilities. Energy Cap is a data management software program customized to track, analyze, and generate reports on energy usage. CISD’s energy management system, Automated Logic, links into most of the district’s utility meters while monitoring, measuring and controlling the climate and energy usage remotely on an ongoing basis. The district’s actual utility bills are input into Energy Cap, allowing energy managers to routinely monitor usage and review rates on a monthly basis. Some schools are only partially linked to the Automated Logic system, while others are not linked at all. Since that time, the district has made attempts to retrofit the campuses constructed before 1999 with metering and other energy management devices. The status of the district’s buildings and their connection to the energy management system is shown below in **Exhibit 4-9**.

Despite the availability of energy consumption data, it is not extracted on a routine basis to establish usage profiles that could be used to target schools for conservation or retrofitting. This is largely due to the energy manager having insufficient training from the vendor providing support for the energy management system. Additionally, the energy manager has not set targets for annual cost per square foot for each campus as well as districtwide, but instead relies mostly on an algorithm established by the Energy Cap program to benchmark energy costs. These deficiencies prevent the district from having a comprehensive energy management program to cut energy costs.

Annual energy costs for the district are over \$1.2 million—illustrating the relative value of tracking usage and then targeting buildings for conservation and retrofitting based on usage patterns. The energy rate standard published in American School and University Magazine’s 30<sup>th</sup> *Annual School Maintenance*

**EXHIBIT 4-9  
CISD ENERGY MANAGEMENT SUMMARY  
JANUARY 2005**

<b>CISD BUILDING</b>	<b>STATUS OF AUTOMATED CONTROLS</b>	<b>TRACKING USING ENERGY CAPS</b>
Suratt Elementary	Partially linked	Included
Red Sands Elementary	Fully linked	Included
Desert Hills Elementary	Partially linked	Included
Montana Vista Elementary	Not linked	Included
Frank Macias	Fully linked	Included
Clint Middle School	Not linked	Included
East Montana Middle School	Partially linked	Included
Carroll Welch Intermediate	Partially linked	Included
Clint High School	Partially linked	Included
Mountain View High School	Partially linked	Included
Horizon High School	Partially linked	Included
Central Administration	Fully linked	Included
Administrative Annex	Not linked	Included

SOURCE: CISD Energy Caps System based on interview with energy manager.

and *Operations Cost Study* for energy-efficient schools is \$1.00 per square foot. The Texas State Energy Conservation Office (SECO), which provides free energy audits that help Texas schools conserve energy through comprehensive energy management efforts, endorses and uses this energy standard.

Overall, CISD energy costs are lower than the SECO standard of \$1.00, with the annual average energy cost from September 2003 to August 2004 at \$.89 per square foot. However, some of the district's facilities are above the standard. The Central Administration Building, the Administrative Annex, Clint Middle School and William Suratt Elementary School are all above the \$1.00 industry standard and have a combined weighted average of \$1.19 per square foot and represent a combined 224,014 square feet of floor space.

School districts with comprehensive energy programs incorporate the following elements into them:

- a written energy management plan;
- clearly defined benchmarks and targets for monthly and annual usage for each facility based on age, square footage, programs, technology, equipment, and targets for cost per square foot;
- documented energy conservation plans and energy control processes that are circulated to energy users;
- established user education and awareness programs;
- criteria to be used to identify schools for additional conservation efforts;
- regular tracking of local high and low daily temperatures;
- documented methods for shaving energy consumption for targeted schools;
- regular monitoring of energy bills and the development of analytical tools to perform evaluations of monthly and annual usage patterns by site;
- maintenance and operations department that regularly monitors energy management controls and regularly generates reports to verify the energy management system is working;
- written plans to take corrective actions in facilities where the energy management system is less effective;
- regular evaluations of existing services and activities to explore the feasibility of alternative

methods of providing services, such as outside contracting and privatization; and

- regular evaluations of all contracted and/or privatized services to verify effectiveness and cost savings.

The district should develop a districtwide energy management program and develop strategies to bring energy rates down for buildings that exceed the industry standard of \$1.00 per square foot for energy. However, the district must develop the critical elements necessary to develop an energy management plan. First, the district must obtain the necessary user training for the energy manager to properly access the information required to process and analyze monthly energy data. Second, the district should develop usage profiles for each of its sites by compiling historical data on a monthly and annual basis, using this information to establish usage targets by site. The district should combine those efforts with the updating of all building square footage, building age, and HVAC conditions that are part of the Energy Caps system.

In developing an energy management program, the district should include the following elements:

- a written energy management plan;
- comprehensive energy audits about every five years to ensure that heating, ventilation, air conditioning, and lighting retrofits are up-to-date and energy efficient; and
- collaborative initiatives with utility providers, government agencies, and local industry experts to identify energy efficiency benchmarks and implement strategies to increase cost-efficiency.

The district can save about \$0.19 per square foot on electricity cost with effective energy management across approximately 224,014 square feet of floor space. This represents an estimated annual savings of \$42,563 for the district (224,014 x \$0.19 = \$42,563). The fiscal estimate assumes that the district should be able to implement these recommendations without any additional costs.

**EQUITABLE DISTRIBUTION OF CUSTODIAL STAFF (REC. 37)**

While CISD deploys custodians within the overall guidelines of its internal allocation formula, CISD does not distribute staff equitably to each of its campuses. The district operates within its own guidelines, which are adjusted to address problems it faces with sand and wind around the district requiring special attention be paid to building surfaces to maintain cleanliness. However, some campuses are overstaffed while other are

understaffed, reflecting inconsistency in the application of its own allocation standards. As a result, the district is not optimizing the use of its custodial staff.

In 2002, APPA published findings to establish custodial staffing guidelines for educational facilities. Based on the guidelines published by APPA, custodians should clean approximately 20,547 square feet per day to establish a school at “Level 2”, the APPA standard for “Ordinary Tidiness.” A building cleaned at “Level 2” is considered acceptable for classroom and school space.

Currently, the district uses a custodial formula that establishes a guideline of 19,000 square feet of cleaning space per custodian and has been able to successfully operate within the range of that target. The district’s standard is lower than national standards because it has adjusted its formula to combat sand problems common in the region.

APPA also provides an adjusted guideline for cleaning that assumes that special attention is paid to some custodial tasks and provides for an adjusted guideline for more demanding cleaning activities. The adjusted guideline requires each custodian to clean about 16,705 square feet of floor space. Given the special conditions of the districts’ surfaces, along with the general and routine daily assignments of custodians, the district could roughly use the mathematical average of the routine standard of

20,547 square feet per custodian and the adjusted standard of 16,705 square feet per custodian. This APPA standard also provides an adjusted guideline for cleaning that assumes that special attention is paid to certain cleaning activities and equals 18,626 square feet per custodian compared to CISD’s allocation of 18,893 square feet per custodian. Below, **Exhibit 4-10** shows the district’s custodial allocation for its daily cleanable square feet according to documents provided by the coordinator of School Services.

CISD has 68.5 budgeted custodial positions responsible for cleaning about 1.3 million square feet of school and administrative floor space, which allocates 18,741 square feet per custodian. This is reasonable given the district’s special conditions. However, the district has misallocated staff for some campuses and buildings, producing inequitable use of custodial staff. As seen in **Exhibit 4-10**, Mountain View and Carroll Welch are overstaffed by a combined 2.2 custodians according to the district’s allocation formula. Horizon High School, Frank Macias, and Red Sands are understaffed by a combined 1.76 custodians. Lastly, workloads for custodians at campuses vary from as low as 12,000 square feet of floor space to as high as 21,030 square feet.

CISD should equitably distribute custodial staff among schools. While the district uses a custodial

**EXHIBIT 4-10  
AVERAGE SQUARE FEET CLEANED PER CUSTODIAN**

<b>CISD BUILDING</b>	<b>CLEANABLE SQUARE FEET</b>	<b>NUMBER OF FTE CUSTODIANS INCLUDING LEADS/HEADS</b>	<b>SQUARE FEET PER CUSTODIAN</b>	<b>ALLOCATION OF CUSTODIANS FOR 19,000 SQ.FT. EACH</b>	<b>VARIANCE OVER (+) OR UNDER (-) ALLOCATION STANDARD</b>
Suratt Elementary	90,398	5	18,080	4.76	+ .24
Red Sands Elementary	105,150	5	21,030	5.53	(.53)
Montana Vista Elementary	92,848	5	18,570	4.89	+ .11
Frank Macias	105,150	5	21,030	5.53	(.53)
Desert Hills Elementary	105,150	5.5	19,118	5.53	(.03)
Clint Middle School	86,805	7	17,361	4.57	+ .43
East Montana Middle School	140,425	7	20,061	7.39	(.39)
Carroll Welch Intermediate	77,775	5	15,555	4.09	+ .91
Clint High School	141,606	7	20,229	7.45	(.45)
Mountain View High School	127,197	8	15,900	6.69	+1.31
Horizon High School	165,259	7	20,657	8.70	(.70)
Central Administration	34,000	2	17,000	1.79	+ .21
Administration Annex	12,000	1	12,000	.63	+ .37
<b>Total</b>	<b>1,283,763</b>	<b>68.5</b>	<b>18,741</b>	<b>67.6</b>	<b>+ .93</b>

SOURCE: Based on data and documents provided by the coordinator of School Services, January 2005.

industry standard formula to distribute workloads among custodians, it does not optimize the use of its custodians. The district should reallocate excessive full-time custodial positions to areas where there are deficiencies in positions. Given the construction of a new middle school in the Horizon area, the district could utilize the new facility as an opportunity to begin the reassignment of staff and institute the practice of standardization of staff at all of its campuses and administrative sites.

**COST-BENEFIT ANALYSIS OF IN-HOUSE SERVICES (REC. 38)**

CISD does not perform cost-benefit analysis to determine the relative value of in-house operations versus contracted services for custodial, maintenance, and grounds operations. As a result, the district cannot quantify the benefits of keeping operations in-house and confirm their relative cost-effectiveness. Currently, the district uses private contractors for services such as electrical, plumbing, heating, ventilation, and air conditioning (HVAC) crafts on an as-needed basis. The district lacks a formal process to regularly conduct cost comparisons and evaluate outsourcing opportunities. According to district staff, CISD has not performed a cost-benefit analysis for any maintenance or custodial operations, except for the contracting of custodial supplies.

According to managers in maintenance operations, the district has struggled to recruit and retain master-level craftsmen. The district competes with other districts and local employers for experienced craftsmen. Currently, the district has two master level craftsmen, in plumbing and electrical, across eight major trades and 17 maintenance employees.

Many school districts have elected to contract or outsource some operations and have achieved clear and measurable cost savings while achieving satisfactory service delivery. In these instances, school districts save the cost of direct labor, fringe benefits, supply and storage cost, and equipment cost while receiving the same or better service. Contracted services have proven to be effective under the right conditions that include regular performance of cost-benefit analyses, contract language that establishes performance measures, vendors that take a sense of ownership of the buildings, and regularly conducted vendor evaluations. Advantages of outsourcing additional facility services include the following:

- improve quality of service
  - expanded services without additional hiring
  - greater access to skilled personnel

- peak demand flexibility
- higher productivity
- access to new technologies
- strength of competitive market
- save money
  - reduce cost (anticipated reduction of overhead, salaries and benefits, administrative and accounting costs, etc.)
  - reduce capital investment (equipment, supplies)
  - transportation costs across large geographic area

The district should implement a process to perform regularly scheduled cost-benefit analysis for such operational areas as: custodial operations for nightly cleaning, periodic grounds operations, and maintenance operations. To maintain the lowest possible cost for the district’s maintenance operations, an annual or semi-annual review of services should be conducted to determine if outsourcing operations are more cost effective. These ongoing evaluations should be documented and available to the school board and the public for review.

If the service is contracted or outsourced, periodic written follow-up and analyses should be made to confirm the effectiveness of the service and to verify that any anticipated cost savings have actually been achieved. In the specific case of CISD, the following issues should be considered and evaluated:

- the large area that maintenance employees must cover and the difficulty of timely responses;
- the difficulty of hiring licensed and master-level tradesmen to perform major repairs;
- the cost of purchasing, maintaining, and transporting equipment over a large area;
- the relative decrease in storage space for a rapidly growing district and the comparative cost to build, own and operate facilities for storage of equipment, parts and supplies;
- the cost to hire, manage, evaluate, and terminate employees.

**JOINT OPERATION OF PUBLIC LIBRARY (REC. 39)**

The district lacks a facility usage formula for its Clint High School library, as it is not seeking adequate financial support from the town of Clint for library services it provides to town residents. The district

operates a library for the town people after-school hours, yet requests no reimbursement.

During the school week the library operates as a combined public library and high school library. The operating hours for the school are 7:30 AM–3:45 PM, Monday through Friday. The hours of operation for the general public are 3:45 PM–8:00 PM on Monday through Friday and 8:00 AM–noon on Saturday. The library is closed to the public on Wednesday. The district excludes access to dedicated library resources for students, teachers, and school staff such as the audio/visual equipment and some reference materials. The library offers public access to the school’s 29 computers with online connections, meeting spaces and copiers.

Built in 1996, the library was the result of a grant written under the Title II public construction grant. The town of Clint submitted the grant in order to obtain funding since the town saw a need for a larger library.

The library is exclusively operated with Clint ISD staff and, as a fully qualified member of the Texas Library System, became eligible for membership in the Texas Trans-Pecos Library System. The funds to operate the library are derived from Clint ISD and Texas Trans-Pecos Library System, which earmark money specifically for library books and materials. Beside staff, the district provides equipment, maintenance and custodial services, utilities and facilities management.

Despite the district agreeing to enter into a partnership with the town to operate the library at Clint High School as a way to receive capital improvement funds through Title II, Library Services and Construction Act (LCSA), the district now carries the full financial responsibility of maintaining services since the town of Clint does not provide any assistance. The grant provided \$132,508 of federal funds and \$217,492 of Clint Independent School District funds for a total of \$350,000 in one-time construction funds. The grant specifies that the federal government retains equity in the library building for a twenty-year period following the completion of the project. In the event that the facility stops being used as a public library, the city and district will be obligated to pay back the federal equity interest in the project. Therefore, to continue to receive funds for books and supplies as well as avoid repayment of grant funds, the district must keep the library open to the public and operate with public library hours.

The district should develop a facility usage formula for reimbursement for free services provided to local residents from the library located at Clint High

School to be submitted to the town of Clint annually. The reimbursement formula should include the estimated costs to the district for serving residents of the town of Clint for utilities, custodial services, maintenance operations, and staff. Moreover, the district should use the same formula, once approved, to make a similar request to the towns of Horizon and East Montana (i.e. El Paso County) to recover similar costs for services offered to residents of these towns. However, the district is offering these services without the obligation to operate a public library as it does in the town of Clint.

The formulas should consider the applicable cost for the hours that the library operates exclusively as a public library or approximately 21 hours per week out of 63 total operating hours, or 33 percent of the operating hours. The library operates exclusively as a public library an estimated 1,092 hours annually. These hours can be directly applied to the formula to estimate the reimbursable costs for utilities, maintenance, custodial operations, and staff.

The fiscal impact can be estimated by isolating the portion of utilities, maintenance and custodial operations that are directly and exclusively used for public operations. For example, using the benchmark for efficient utilities for school buildings in Texas, the district spends about \$1 annually per square foot for electricity and gas. The Clint High School library occupies 10,388 square feet of the 141,606 square foot campus facility. The district operates the library 33 percent of the time exclusively as a public library. Therefore the district should be reimbursed \$3,428 annually (10,388 sq. ft. x \$1.00 for utilities x 33 percent of hours for operation) for utilities.

Since the district would perform maintenance and custodial tasks regardless of the partnership with town of Clint, the district should only be reimbursed for a portion of these costs. According to Maintenance Staffing Guidelines for Educational Facilities published by APPA, it requires about .09 FTE to provide Level 3 or “managed care” service annually to a facility of 10,388 square feet. This calculation is based on the sum of (9 x square feet of operating area/1,000,000), with the number 9 reflecting the estimated number of FTEs to maintain school space at the minimum acceptable level for schools per 1 million square feet. Based on an average hourly salary for maintenance staff of \$13 and assuming the district will get reimbursed for the hours it operates as a public library (1,092 hours), the district would be reimbursed \$1,405 5annually from the town of Clint for maintenance services (\$13 hourly salary x 1,092 hours= \$14,196 x 1.10 benefits = \$15,616 x .09 FTE= \$1,405 x 33 percent of hours = \$464).

Moreover, according to APPA custodial guidelines, to clean about 10,388 square feet of floor space requires about .50 FTE annually, at an average hourly salary of \$9.83 for custodians. This calculation is based on APPA cleaning standard of 20,597 square feet per custodian annually. Therefore, it would require about .5 custodians to clean 10,388 square feet of floor space for the library. Assuming that the district would only be reimbursed for the 1,092 hours it operates as a public library, the district could recover \$1,948 in annual costs (\$9.83 hourly salary x 1,092 hours = \$10,734 x 1.10 benefits = \$11,807 x 0.50 FTE= \$5,904 x 33 percent of hours = \$1,948).

The largest reimbursable cost to the district is for a part-time library staff position. Based on hourly salary of \$10.81 for Level 2 Instructional Aide-NCLB Certified (according to the current CUSD salary

schedule) the district could be reimbursed by a total of \$4,285 annually (\$10.81 per hour x 1,092 = \$11,805 x 1.10 benefits = \$12,986 x 33 percent of hours = \$4,285).

In these examples, the district would receive about \$10,125 in reimbursements annually for utilities, staff, custodial and maintenance services for operating a public library for the town of Clint (\$3,428 utilities + \$464 maintenance + \$1,948 custodial + \$4,285 library staff = \$10,125). The examples should serve as a basis for presenting the town of Clint’s council with formulas for annual reimbursement based on a partnership of shared services.

For background information on Facilities Construction, Use, and Management, see pp. 202 in the General Information section of the appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>		<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 4: FACILITIES CONSTRUCTION, USE, AND MANAGEMENT</b>								
29.	Develop a long-range facilities master plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
30.	Conduct joint planning activities with the townships of Clint, Horizon City and East Montana and establish specific criteria for selecting sites for new district schools.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
31.	Update and modify enrollment annually.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
32.	Reassign the energy manager to report to the coordinator of Facilities.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
33.	Include the coordinator of School Services (maintenance operations) and the energy manager on the planning committee for construction and capital improvements to assist in planning.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
34.	Implement a preventive maintenance program that provides regularly scheduled reviews and repairs for all facilities.	(\$19,276)	(\$19,276)	(\$19,276)	(\$19,276)	(\$19,276)	(\$96,380)	\$0
35.	Expand the capability of the work order system so that it is fully automated and that labor, material costs, and completion times should be tracked to better dispatch and manage staff to improve operating efficiency.	\$0	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$20,000)	(\$15,000)

**FISCAL IMPACT (CONTINUED)**

<b>RECOMMENDATION</b>		<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 4: FACILITIES CONSTRUCTION, USE, AND MANAGEMENT</b>								
36.	Develop a districtwide energy management program and strategies to bring energy rates down to the industry standard of \$1.00 per square foot for electricity.	\$42,563	\$42,563	\$42,563	\$42,563	\$42,563	\$212,815	\$0
37.	Equitably distribute custodial staff among schools.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
38.	Implement a process to perform regularly scheduled cost-benefit analysis for custodial operations for nightly cleaning, periodic grounds operations, and maintenance operations.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
39.	Develop a facility usage formula for reimbursement for the free library services provided to local residents from the library located at Clint High School to be submitted to the town of Clint annually.	\$10,125	\$10,125	\$10,125	\$10,125	\$10,125	\$50,625	\$0
<b>Totals-Chapter 4</b>		<b>\$33,412</b>	<b>\$28,412</b>	<b>\$28,412</b>	<b>\$28,412</b>	<b>\$28,412</b>	<b>\$147,060</b>	<b>(\$15,000)</b>





# Chapter 5

## Asset and Risk Management



## **CHAPTER 5**

### **ASSET AND RISK MANAGEMENT**

Texas school districts have a fiduciary responsibility to protect publicly financed assets to provide funding for education. An effective asset and risk management program provides a district with investments that earn the maximum interest rate available while safeguarding funds and ensuring adequate liquidity to meet the district's fluctuating cash flow requirements. Asset and risk management also controls costs by protecting the district against significant losses with the lowest possible insurance premiums while providing sound and cost-effective health insurance for district employees. Fixed asset management accounts for district property accurately and safeguards it against theft.

For a school district to achieve its instructional goals and objectives, cash and investments must be managed daily. Effective cash and investment management involves establishing and maintaining beneficial banking relationships; timely and accurately forecasting cash requirements to have funds available when needed; and maximizing returns on assets using appropriate, approved, and safe investment vehicles.

CISD's executive director for Business Services is responsible for cash and investment management. As the investment officer for the district, the executive director for Business Services must, within 12 months after taking office, attend at least 10 hours of investment training relating to responsibilities under the Public Funds Investment Act (the Act). This requirement is contained in district policy CDA (LEGAL). In compliance with this policy and the Act, the executive director for Business Services completed 12 hours of training on August 27 and 28, 2003.

#### **FINDINGS**

- CISD does not prepare cash flow projections. Rather than project cash on a long-term basis, CISD evaluates cash needs on a daily basis and transfers funds from the investment account as needed to cover checks written on other accounts.
- CISD has not conducted a thorough assessment of its banking needs; consequently, the district's request for proposal (RFP) does not specify cash management services that would assist the district in streamlining and improving investment returns.
- The district's investment portfolio is not diversified, which increases the risk of loss from market fluctuations. Diversification ensures that

the district does not place all of its "eggs in one basket."

- CISD's contract with its third-party administrator for health benefit services does not contain performance measures designed to hold the third-party administrator to a high standard of performance. Performance measurement helps management gauge the effectiveness of contracted activities in terms of their contribution to the organization's overall mission or specific program objectives.
- CISD has not conducted an employee benefits satisfaction survey to determine what types of benefits employees want. Results from a recent survey performed by the review team indicate that more than one out of three employees are not satisfied with the district's health plan.
- Worker safety efforts are fragmented throughout the district; consequently, CISD does not have a comprehensive safety program to minimize the risk of catastrophic injuries and claims. The district plans to hire a safety specialist and posted the position in March 2005.
- CISD has not conducted a fixed asset inventory and does not have detailed procedures for conducting periodic inventories.
- CISD has not considered Qualified Zone Academy Bonds (QZAB) funding as an option for funding projects that are part of its facilities master plan. By not applying for QZAB issuing authority, the district may be missing an opportunity to obtain additional funding for facilities needs while lowering its cost of capital.

#### **RECOMMENDATIONS**

- **Recommendation 40 (p. 86): Prepare cash flow projections.** CISD should prepare cash flow projections using historical bank data and trends related to cash receipts and disbursements. The district should focus on its operating account since it has the most daily activity. A projection should be prepared for each month and should be adjusted with actual amounts as they become available.
- **Recommendation 41 (p. 87): Determine the extent to which additional services are required and rewrite the RFP to reflect the need for these services in the banking contract.** CISD should use a bank that provides comprehensive cash management services at the best value.

- **Recommendation 42 (p. 88): Diversify the investment portfolio.** CISD should diversify its investment portfolio to comply with board policy CDA (Local) and increase the potential for higher investment returns. Diversification is the best protection against the risk of loss.
- **Recommendation 43 (p. 89): Place performance measures in the next third-party administrator contract for employee health benefits.** The district should include its expectations, including penalties for noncompliance, in the request for proposals (RFPs) for healthcare plan administrative services. By placing expectations in the RFP, prospective third-party administrators will be able to price their services accordingly.
- **Recommendation 44 (p. 90): Conduct an online employee benefits survey to assess employee attitudes about the healthcare plan.** CISD should conduct an employee benefits survey to gather information about how employees feel about the district's health plan and other benefits. The survey should be conducted online (to the extent possible), and the results should be used to adjust plan benefits in the most cost-effective manner.
- **Recommendation 45 (p. 92): Develop a districtwide comprehensive safety program to minimize the risk of catastrophic injuries and claims.** CISD should develop a comprehensive districtwide safety program using practices and initiatives from best practice safety programs, such as those implemented by the Fort Bend Independent School District. Safety techniques and initiatives should be adapted to CISD's environment and incorporated into its safety program.
- **Recommendation 46 (p. 94): Conduct periodic fixed asset inventories and purchase barcode readers to facilitate the physical inventory process.** CISD should conduct physical inventories on an annual basis. A comprehensive inventory plan should be developed before the next physical inventory is taken. Existing procedures should be expanded as appropriate to include timelines, team members, responsibilities, locations and other information to ensure a smooth, successful inventory process. To facilitate the inventory process, the district should purchase hand-held barcode readers.
- **Recommendation 47 (p. 95): Include Qualified Zone Academy Bonds (QZAB)**

**funding as an option for funding projects at campuses that meet the program's requirements.** CISD should evaluate QZAB funding as part of its facilities master plan and as a funding alternative for its overall debt structure. The district must apply to TEA for the funding. Once all program requirements are met, TEA will notify the district of the amount of debt that has been authorized as QZAB funding.

### **DETAILED FINDINGS**

#### **CASH FORECASTING TOOL (REC. 40)**

CISD does not prepare cash flow projections to identify potential cash shortfalls. Cash flow projections are planning tools used to predict future cash requirements. Accurate cash flow projections are critical to effective cash management because shortfalls in cash needs can be readily identified and addressed before the actual need arises. The executive director for Business Services said that when she started with the district in July 2003, her first assignment was to determine how the district was going to meet its payroll. This situation illustrates the need for cash flow projections.

Rather than projecting cash flows on a long-term basis, CISD evaluates cash needs daily and transfers funds from the Lonestar investment account as needed to cover checks written on other accounts. Some school districts prepare an annual projection of monthly receipts and disbursements. Cash is monitored on a daily basis using various summarized daily banking reports that are typically available online. These districts use historical data to build cash projections for each major bank account. Historical data include deposits, disbursements, ledger balances, collected balances, and float. Each month, the projections are adjusted to reflect actual cash received and disbursed. As a result, the cash flow projection is continually updated as actual cash activity becomes known. The adjusted projection forms the basis for district investment decisions.

**Exhibit 5-1** provides a sample format for a cash flow projection worksheet; descriptions and amounts should be changed as necessary to reflect the district's circumstances.

CISD should prepare cash flow projections using historical bank data and trends related to cash receipts and disbursements. The district should focus on its operating account since it has the most daily activity. A projection should be prepared for each month and should be adjusted with actual amounts as they become available. CISD should use the projections to identify potential cash shortfalls.

**EXHIBIT 5-1  
SAMPLE CASH FLOW PROJECTION WORKSHEET**

	<b>SEPTEMBER</b>	<b>OCTOBER</b>	<b>NOVEMBER</b>	<b>DECEMBER</b>	<b>JANUARY</b>	<b>FEBRUARY</b>
Beginning Cash Balance:	\$	\$	\$	\$	\$	\$
INFLOWS:						
Property Taxes						
State appropriations						
Grant funds						
Other income						
TOTAL INFLOWS	\$	\$	\$	\$	\$	\$
OUTFLOWS:						
Payroll						
Vendor payments						
Debt payments						
Capital purchases						
TOTAL OUTFLOWS	\$	\$	\$	\$	\$	\$
Cash Surplus/(Deficit)	\$	\$	\$	\$	\$	\$

SOURCE: McConnell Jones Lanier and Murphy, January 2005.

**CASH MANAGEMENT SERVICES  
(REC. 41)**

CISD has not conducted a thorough assessment of its banking needs; consequently, the request for proposal (RFP) does not specify cash management services that would assist the district in streamlining and improving investment returns. The district can issue a RFP for banking services every two years with an option to extend; however, the district has not issued a RFP since 2001. CISD has opted to extend its banking service contract twice (through August 2005) with a local bank, the First National Bank of Fabens located in El Paso County. The current bank under contract, relatively close to some of the district’s schools, is a small locally owned bank with \$186 million in assets and five branches located in and around El Paso. While the bank offers traditional loan products, the bank’s primary focus is commercial lending. The bank does not offer several cash management services that would benefit CISD, such as automated sweep accounts, positive pay and payee verification, controlled disbursement, online wire transfers and stop payments, and full account reconciliation.

The executive director for Business Services stated that she did not know of the district ever using any other bank. In addition, while the district’s 2001 RFP included legal provisions from the Texas Education Code and the Government Code, it failed to list the cash management services that would benefit the district.

Many banks routinely provide cash management services to enhance the cash management capabilities of their customers. Sweep accounts prevent cash managers from having to manually transfer excess

cash from bank accounts to investment accounts. Banks that offer sweep services automatically sweep excess cash balances into selected investment accounts each evening. Every morning, these balances are automatically swept back into the operating account. Automated sweep accounts ensure maximum returns on idle cash balances while facilitating the transfer of cash between operating and investment accounts. Currently, CISD makes transfers manually.

Positive pay is a popular banking service that provides pre-payment verification of check numbers and amounts for checks issued by an organization that to help prevent unauthorized payments from being made. The customer provides the bank with information regarding the check number and amount that is authorized for payment. As checks are presented for payment, the bank verifies them against the pre-authorized list. This control prevents unauthorized checks from clearing the bank. Currently, CISD’s bank does not offer positive pay. While bank reconciliations normally mitigate the risk of unauthorized checks being cleared, the payment would not be detected until after it was made. Some thieves have been able to circumvent positive pay by altering the payee on the positive pay list. A variation of positive pay, known as positive pay with payee verification, requires verification of the check number, amount, and payee. This security enhancement is becoming more critical as thieves are becoming more sophisticated. The University of California offers positive pay with payee verification. Its lead bank released positive pay with payee verification in May 2003, providing bank branch personnel with the ability to verify payee name information at the teller window.

Another cash management service banks offer is controlled disbursement. This service allows cash managers to transfer just enough cash into the account to cover cash requirements for that day and eliminates the guesswork regarding how much cash needs to remain in the accounts to cover clearing checks. As a result, idle cash can remain in investment accounts longer, thereby increasing investment returns. Currently, CISD manually calculates cash requirements based on the amount of payroll and vendor checks written and ensures that the bank account balance is sufficient to cover these checks. This method exposes the district to the risk of accidentally overdrawing an account. For example, in November 2004, the district made a mistake and did not transfer sufficient funds to cover a construction check that had been issued. The bank returned the check because they could not contact anyone from the district due to the Thanksgiving holiday. To prevent a similar occurrence, the district provided the bank with the cell and home telephone numbers of designated district employees, and the bank agreed to make efforts to contact one of the authorized employees before returning checks in the future. However, there is no guarantee that the bank would be able to reach authorized employees. Controlled disbursement is the best insurance against overdrawing accounts.

Online wire and stop payment services allow customers to initiate wire transfers and stop payments from their computer. The process is more reliable and efficient because it eliminates human error and paperwork. Currently, accounting staff complete a paper form that is faxed to the bank with a cover letter signed by the executive director for Business Services for a wire transfer to request a stop payment.

While account reconciliation services are one of the few cash management services the district's bank does provide, the service is limited. Account reconciliation services facilitate preparation of bank accounts at the end of the month by providing the customer with a list of outstanding checks. Typically, the customer will provide the bank with a "checks issued" file either through direct data transmission, email, or diskette. The bank compares that file with a "checks paid" file and produces an outstanding checklist for the customer. CISD produces an outstanding checklist from information the bank provides for only the Operating Account; other district bank accounts are reconciled manually. The bank emails the Operating Account bank statement to the district where accounting staff uploads it electronically into the bank reconciliation module on the AS400. The system then generates an edited report that is checked for errors. CISD's bank

reconciliation module automatically deletes cleared checks and generates an outstanding checklist. The system can generate outstanding checklists for all of the accounts. However, the Operating Account is the only account currently reconciled via automated upload. Since the Interest and Sinking account (construction account) does not issue checks because the district uses wire transfers and since this account only issues approximately seven checks monthly, it is less time-consuming to create an outstanding checklist manually. In contrast, the Activity Fund account has enough checking activity to qualify for automated account reconciliation but is currently not using the process. The business department stated that it plans to begin the process in the near future.

Although the district has a long-term relationship with its current bank, it is missing an opportunity to streamline cash management operations and improve investment returns by not using a bank that offers more cash management services. CISD should determine the extent to which additional services are required and rewrite its RFP to reflect the need for these services in its banking contract. The district should use a bank that provides comprehensive cash management services at the best value.

#### **INVESTMENT PORTFOLIO (REC. 42)**

The district's investment portfolio is not diversified, which increases the risk of loss from market fluctuations. While CDA Local, the district's investment policy, establishes investment authority for the district, the district has not used the policy to make effective adjustments in its investment strategies. One of the objectives of the investment policy is to "assure the safety of the district's funds" while maintaining "sufficient liquidity to provide adequate and timely working funds." Diversification is a key component of safety because it ensures that the district does not "place all of its eggs in one basket." Diversification protects a portfolio from losses that may occur in a particular market sector. When a portfolio is not sufficiently diversified, its exposure to market fluctuations increases. **Exhibit 5-2** presents the district's investment portfolio as of August 2004.

Diversification is the best protection against the risk of loss. Although public investment pools are considered to be safe investments, they are not without risk. For example, in 1994 the bail out of the TexPool investment fund cost Texas taxpayers an estimated \$97 million. A run on TexPool occurred after a Wall Street Journal report compared the fund's investments to those that led to the bankruptcy of Orange County, California. Although investment pools are safer today due to the passage of the Public Funds Investment Act, diversification

**EXHIBIT 5-2  
INVESTMENT PORTFOLIO  
AS OF AUGUST 31, 2004**

FUND	AMOUNT	INTEREST RATE	MONTHLY INTEREST
Lonestar Liquidity Plus	\$29,641,403	1.24%	\$33,433
First National Bank	\$3,819,476	.10%	\$394
Total Investable Cash	\$33,460,879		

SOURCE: CISD Investment Report, August 2004.

is still a critical component of an investment strategy because past performance is no guarantee of future results.

CISD should diversify its investment portfolio to comply with board policy CDA Local and increase the potential for higher investment returns. The fiscal impact of this recommendation is estimated based on the assumption that the district uses TexPool, another public investment fund, to diversify its portfolio. If the Operating Account had been divided between Liquidity Plus and TexPool during the last quarter of Fiscal Year 2004, the estimated additional interest earned would have been \$1,043 for the quarter. (\$17,263 - \$16,220 = \$1,043) Assuming the district distributed its savings between the two funds, the estimated annual difference in revenue between the current investment entirely in Liquidity Plus versus the divided investment in Liquidity Plus and TexPool would be \$4,172, (\$1,043 x 4 = \$4,172) as shown in Exhibit 5-3. The five-year estimated fiscal impact would be \$20,860 (4,172 x 5 = \$20,860).

**PERFORMANCE MEASURES (REC. 43)**  
CISD's contract with its third-party administrator for health benefit services does not contain performance

measures designed to hold the third-party administrator to a high standard of performance. Performance measurements assess progress toward achieving predetermined goals and includes measurements of efficiency, quality, timeliness, effectiveness, and customer satisfaction. Performance measurement helps management gauge the effectiveness of activities in regards to overall mission and specific program objectives. Without performance measures, it is difficult to determine whether goals and objectives are being met.

The district's employee health plan is self-funded, meaning that the district bears the cost of employee healthcare claims through an Internal Service Fund. The district has entered into an administrative services agreement with Access Administrators, Inc., a third-party administrator, to provide various services such as benefit entitlement determination, benefit payments, plan development, plan booklet development, record maintenance, benefit plan reports, advisory services, utilization review, and other administrative services. These services were \$170,441 for calendar year 2004, as shown in Exhibit 5-4. The contract clearly defines the roles and responsibilities of the district and the third-party administrator but does not contain performance

**EXHIBIT 5-3  
ESTIMATED FISCAL IMPACT OF DIVERSIFYING PORTFOLIO USING TEXPOOL**

CURRENT DISTRIBUTION: 100% IN LIQUIDITY PLUS						
2004 MONTH	LIQUIDITY PLUS BALANCE	LIQUIDITY PLUS INTEREST RATE	LIQUIDITY PLUS INTEREST			
June	\$4,892,180	0.9600%	\$3,860			
July	\$5,970,542	1.1100%	\$5,629			
August	\$6,391,729	1.2400%	\$6,731			
Quarterly Total			\$16,220			
RECOMMENDED DISTRIBUTION: 50% IN LIQUIDITY PLUS & 50% IN TEXPOOL						
2004 MONTH	LIQUIDITY PLUS BALANCE*	LIQUIDITY PLUS INTEREST RATE	LIQUIDITY PLUS INTEREST	TEXPOOL BALANCE*	TEXPOOL INTEREST RATE	TEXPOOL INTEREST
June	\$2,446,090	0.9600%	\$1,930	\$2,446,090	1.0623%	\$2,136
July	\$2,985,271	1.1100%	\$2,814	\$2,985,271	1.2557%	\$3,184
August	\$3,195,864	1.2400%	\$3,366	\$3,195,865	1.4121%	\$3,833
Quarterly Total			\$17,263			
QUARTERLY DIFFERENCE			\$1,043			
ANNUAL DIFFERENCE			\$4,172			
5-YEAR FISCAL IMPACT			\$20,860			

\*Cash balance under recommended distribution has been split evenly between Liquidity Plus and Texpool.  
SOURCE: Lone Star Quarterly Investment Report, August 2004 and TexPool Rate Sheets.

**EXHIBIT 5-4**  
**MEDICAL PLAN THIRD PARTY ADMINISTRATOR FEES**  
**CALENDAR YEARS 2002 THROUGH 2004**

<b>TYPE OF FEE</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>PERCENTAGE CHANGE</b>
Administrative	79,082	79,967	85,586	8%
Advisory	39,357	42,018	45,291	15%
Utilization	33,703	36,715	39,564	17%
<b>Total</b>	<b>152,142</b>	<b>158,700</b>	<b>170,441</b>	<b>12%</b>

SOURCE: CISD Business Services Department, January 2005.

measurements to ensure that the third-party administrator performs up to the district's expectations.

Third-party administrator services are specialized and outside of the scope of services that most districts can provide in-house. It is more cost effective for the district to outsource the function, given the provider's level of specialization, liability indemnification, resources, and level of service. Performance measures in third-party administrator health plan contracts are intended to ensure that district employees receive the highest level of service possible from the third-party administrator. Service performance is measured by claims turnaround time, accuracy of claims paid, customer service, network contracting deadlines, and utilization review efficiency. Health plans use utilization reviews to measure the amount and appropriateness of health services used by its members.

Ysleta ISD has a self-funded employee health plan and uses a third-party administrator. Ysleta ISD puts performance measures in the third-party administrator's contract and assesses penalties on the third-party administrator if specified levels of performance are not attained. The third-party administrator submits periodic reports to the district so that its compliance can be measured. Section 2.01 of the contract states, "The Claims Administrator agrees to guarantee a level of performance satisfactory to the Group Health Plan (GHP). In the event that the Claims Administrator's level of performance is determined to be less than any of the standards described in the most current Exhibit-PG during any Fee Schedule Period for any reason, except any disaster or epidemic, which substantially disrupts the Claim Administrator's normal business operation, the Claims Administrator will be responsible for reimbursing the GHP a portion of the Base Administrative Charge." **Exhibit 5-5** presents performance measures in Ysleta ISD's contract related to claims processing. There are other performance measures related to customer/member service, annual service, and reporting.

CISD should place performance measures in its third-party administrator contracts. The district intends to bid the third-party administrator contract

in 2005, which would provide an excellent opportunity to identify and formulate specific performance measures to include in the RFP. The district should include expectations and penalties for noncompliance in the RFP. Moreover, the revised RFP respondents will allow third-party administrators to more accurately price their services.

**EMPLOYEE SATISFACTION SURVEY**  
**(REC. 44)**

CISD has not conducted an employee benefits survey to determine what types of benefits employees want. The review team conducted a survey among CISD employees. When asked if the district's health insurance package meets their needs, 37 percent of teachers either disagreed or strongly disagreed. Among administrative and support staff, 36 percent either disagreed or strongly disagreed with the statement. These survey results indicate that more than one out of three employees are not satisfied with the district's health plan.

Surveys inform management of employee preferences. Once tabulated and summarized, survey results can be used to make adjustments in plan structure and design while balancing benefits with costs. Designing plans without employee input and feedback results in employee dissatisfaction that can ultimately hinder the district's ability to attract qualified employees in an already highly competitive recruiting environment.

The district offers its employees a number of benefits, including medical, dental, vision, and life insurance and a Section 125 cafeteria plan that allows employees to select from a list of available benefits such as deferred compensation, major medical insurance, disability insurance, cancer insurance, long-term care, supplemental retirement, and medical reimbursement accounts. The district pays \$210.04 per month toward employee healthcare coverage and \$10 toward membership in a wellness program administered by a local fitness vendor. **Exhibit 5-6** presents monthly premiums for the health plan, and **Exhibit 5-7** provides an overview of key medical plan benefits.

Many organizations use surveys to design programs around employee needs and concerns but more

**EXHIBIT 5-5  
YSLETA ISD CLAIMS PROCESSING PERFORMANCE MEASURES**

<b>PERFORMANCE CRITERIA</b>	<b>PERFORMANCE STANDARD</b>	<b>HOW MEASURED</b>	<b>% OF FEES AT RISK</b>
Claim Processing Turnaround Time  Percentage of total claim submissions processed (paid, denied, or pending)	90% within 14 calendar days  98% within 30 calendar days	Self-reported through internal system reports	If both goals are missed, then 2.0% penalty
Claim Financial Accuracy  Paid dollars paid accurately divided by all paid dollars audited	99.0%	Random sample audits that produce quarterly results that have no more than +/-3% precision at a 95% confidence level.  Self-reported through internal system reports.	98.5%–98.99% 2.0% penalty  <98.5% 3.0% penalty
Claim Payment Accuracy  Number of claims with dollars paid correctly divided by all claims paid correctly	97.0%	Random sample audits that produce quarterly results that have no more than +/-3% precision at a 95% confidence level.  Self-reported through internal system reports.	95.0%–96.99% 2.0% penalty  <95.0% 2.5% penalty
Overall Claim Processing Accuracy  Number of claims processed without any error divided by all claims processed correctly.	95.0%	Random sample audits that produce quarterly results that have no more than +/-3% precision at a 95% confidence level.  Self-reported through internal system reports.	92.0%–94.99% 2.0% penalty  <92.0% 2.5% penalty

SOURCE: Ysleta ISD Third Party Administrator Contract, January 2005.

**EXHIBIT 5-6  
SUMMARY OF MEDICAL PLAN PREMIUMS**

<b>CATEGORY</b>	<b>TOTAL PREMIUM</b>	<b>EMPLOYEE SHARE</b>	<b>DISTRICT'S SHARE</b>
Employee Only	\$215.37	\$5.33	\$210.04
Employee/Children	\$395.06	\$185.02	\$210.04
Employee/Spouse	\$431.72	\$221.68	\$210.04
Employee/Family	\$563.08	\$353.04	\$210.04

SOURCE: CISD Insurance Brochure and Employee Benefits Packet Information, January 2005.

**EXHIBIT 5-7  
OVERVIEW OF MEDICAL PLAN BENEFITS**

<b>DESCRIPTION</b>	<b>IN NETWORK</b>	<b>OUT-OF-NETWORK</b>
Individual annual deductible	\$250	\$1,000
Family annual deductible	\$750	\$3,000
Maximum individual out-of-pocket	\$2,500	\$11,000
Maximum family out-of-pocket	\$7,500	\$33,000
Coinsurance	Plan pays 80% after deductible	Plan pays 40% of after deductible
Office visit co-pay	\$20	40% after deductible
Emergency room co-pay	\$75	\$150
Prescription drugs	Generic-\$10, Preferred brand-\$25, Non-preferred brand-\$40	No benefits paid.

SOURCE: CISD Insurance Brochure, January 2005.

importantly to help the district make adjustments to a benefit plan while balancing the changes and cost of the plan. Fort Bend ISD learned through a benefits survey that employees were concerned that claims were taking too long to be paid. In response, Fort Bend ISD obtained a new plan administrator and built performance measures into the contract. The district also provided employees with a toll-free

number and email address to check the status of their claims.

CISD should conduct an online employee benefits survey to assess employee attitudes about the healthcare plan. The results should be used to adjust plan benefits while balancing changes with cost. Specific questions should be asked about the quality

of service provided by the third-party administrator, premium amounts, provider network quality and availability, out-of-pocket costs, prescription drug costs, richness of plan benefits, variety of options, and other questions to gauge plan quality.

CISD should also consider conducting the survey via the Web rather than manually. A variety of Web-based surveys are available that facilitate the process of administering surveys and tabulating results. A link to the website containing the survey could be emailed to all employees with email accounts. Once the survey is completed, it would be submitted electronically to the district. For those employees who do not have an email account, the survey would need to be administered manually. However, most district employees have an email account, thereby making Web-based surveys more efficient and economical.

**WORKER SAFETY PROGRAM (REC. 45)**

Worker safety efforts are fragmented throughout the district, and CISD does not have a comprehensive safety program to minimize the risk of catastrophic injuries and claims. For example, maintenance conducts safety training for custodians, and a temporary staffing agency provides safety training for food service workers; however, there is no single, coordinated effort in the district to address safety training and develop preventive measures. The district plans to hire a safety specialist and posted the position in March 2005.

Since Fiscal Year 2002, workers' compensation claims have fallen from 98 to 46, a 53 percent decline. During the same period, estimated incurred losses fell 28 percent, from \$238,384 in Fiscal Year 2002 to \$115,046 in Fiscal Year 2004. Despite these drops in workers' compensation claims and costs, the district does not have a coordinated risk management program. **Exhibit 5-8** presents a summary of workers' compensation claims from fiscal years 2002 through 2004.

**EXHIBIT 5-8  
HISTORY OF WORKERS'  
COMPENSATION CLAIMS  
2002-03 THROUGH 2004-05**

FISCAL YEAR	TOTAL CLAIMS	CLAIMS PAID*	ESTIMATED INCURRED
2002	98	\$238,384	\$255,183
2003	61	\$332,949	\$358,881
2004	46	\$115,046	\$184,664
Percentage Change	(53%)	(52%)	(28%)

\* As of November 2004.  
SOURCE: Claims Administrative Services, Inc. Loss Report, November 2004.

The district had a risk manager position until October 2004. According to the executive director for Business Services, the risk management function was in the Personnel Department prior to Fiscal Year 2004. At that time, the risk manager was responsible for the district's safety program as well as personnel matters for auxiliary staff.

Since October 2004, the district has employed a benefits coordinator who has assumed some workers' compensation duties along with other responsibilities. However, the district has not permanently assigned safety responsibilities to any employee. Currently, the energy manager and the benefits coordinator are the "unofficial" employees responsible for safety and provide assistance as needed. For example, the benefits coordinator noticed that workers' compensation claims in the food service area at one elementary school were increasing. The district asked its third-party administrator, Claims Administrative Services (CAS), to audit the entire school and make safety recommendations.

Although the district plans to rebuild its safety program, it has not yet done so. Workers' compensation and safety programs existed in the past; however, according to the executive director for Business Services, the programs were not effective despite the district's favorable workers' compensation claims experience. For example, the executive director for Business Services cannot locate any records related to safety or compensation. There are no records of accident investigations, losses by worker category, training calendars, safety manuals, workshop attendance statistics, safety committee meeting minutes, or a written safety plan. For this review, the district had to request loss reports from Claims Administrative Services. Although the district has a safety committee, it is currently inactive while its duties are being realigned. According to district policy CK (R), the safety committee's responsibilities are to perform the following functions:

- Formulate measurable districtwide accident prevention goals and procedures for all departments and campuses;
- Provide input and recommendations to prevent injuries in all district departments and campuses;
- Serve as an advocate for safety awareness by developing and promoting the loss prevention activities of the district;
- Review loss history data to accomplish the committee's responsibilities;
- Establish and review safety related objectives and goals of the committee;

- Monitor accidents and incidents of a predetermined severity; ensure that corrective actions are taken to prevent future injury; and
- Investigate accidents of a predetermined severity.

The executive director for Business Services said that the district is in the process of developing new risk management initiatives based on a template for a high-risk employer, although the district is not a high-risk employer. This is a step in the right direction; however, these initiatives are in the formative stages and have not been documented or implemented. The safety specialist position posted on March 1, 2005 will be responsible for the district's risk management program.

All school districts must provide their employees with workers' compensation coverage. Some districts self-insure workers' compensation claims while others pay a premium to an insurance company to fully insure the claims. Other districts combine their resources and share workers' compensation costs by participating in a risk pool. Since these costs can be significant, it is important for a school district to properly manage its workers' compensation program to minimize costs while providing a safe environment for its employees. A comprehensive safety program is one of the best ways to control workers' compensation costs. The absence of a safety program can result in a higher incidence of worker injuries, fraudulent claims, and increased costs.

CISD participates in a workers' compensation risk pool administered by Claims Administration Service, Inc., a company formed in 1990 to provide claims administration services to school districts. The premium for plan year 2004–05 is \$335,173, an amount based on the district's payroll.

The Fort Bend Independent School District (FBISD) has a comprehensive safety program that operates through its Workers' Compensation Task Force, a group composed of department heads and supervisory personnel representing the Transportation, Facilities, Child Nutrition, Risk Management and Human Resources departments. The district formed the task force to spearhead the district's workers' compensation loss control programs. The mission of the task force is to ensure that: "The workers' compensation program at FBISD will be a win-win proposition for the district, operating departments, and most importantly, injured employees."

Examples of task force initiatives include reviewing and revising workers' compensation guidelines and procedures, shifting authority and responsibility for

safety to supervisors and supporting them with training programs, and involving employees in safety initiatives. Employee involvement has played a significant role in reducing accidents. For example, accident investigation committees are made up of employees who investigate accidents and report findings to management and central administration. Accident investigation committees help raise safety awareness among employees and offer them a stake in reducing accidents and lowering costs.

CISD should develop a districtwide comprehensive safety program to minimize the risk of catastrophic injuries and claims. The following seven principles, which were adapted from FBISD's safety program, should be incorporated into CISD's program:

- Authority and responsibility to handle employees resides within the department.
- Employees are responsible for reporting work status and maintaining attendance and performance standards.
- Risk Management will act as a consultant that provides advice, guidance, and direction.
- Restricted/modified duty will serve as a temporary measure to aid in the healing process, if the employee is expected to return to full duty status within a reasonable time period.
- Employees who are not able to return to work because of permanent restrictions will be assisted with vocational rehabilitation services. They will also be given the opportunity to apply for jobs within the district for which they qualify by reason of training and physical ability.
- The district will thus be able to save dollars in medical/indemnity and personnel replacement costs.
- The injured employee will benefit by maximizing return to work options with minimal (if any) impact on income.

In addition, the district should ensure that the following concepts are incorporated into the program as a matter of policy:

- Conduct periodic case meetings to discuss and troubleshoot difficult cases.
- Revise job descriptions for injury-prone positions to describe the physical requirements of the position.
- Develop a light duty program.
- Conduct training using best-in-class safety training materials that have proven effective for other employers.

- Complete an employee morale survey designed to measure supervisory effectiveness before and after training (happy employees are safer employees).
- Evaluate service providers on a continual basis to ensure quality service at the best value.
- Train supervisors using Dupont's Safety Training Observation Program (STOP), a program designed to enable supervisors to recognize and eliminate unsafe behavior and conditions.
- Conduct post-offer, pre-employment physical ability exams.
- Implement Progressive Discipline Program, a program designed to train supervisors in progressive discipline techniques (high-quality employees are safer employees).
- Conduct annual claims audits of the third-party administrator.
- Improve workers' compensation claims closure rates. Claims that are managed and closed quickly do not usually develop into more serious, expensive claims.

Assuming CISD established a goal to reduce estimated incurred losses by 10 percent based on amounts from Fiscal Year 2004, the fiscal impact would be \$18,466 per year ( $\$184,664 * .10 = \$18,466$ ). CISD should use the remainder of Fiscal Year 2005 to develop and implement the program; therefore, the first year of the fiscal impact would be Fiscal Year 2005–06. No cost would be associated with creating the program because the district would use existing staff to assume the former risk manager's responsibilities.

#### **CONTROLLABLE ASSET INVENTORY (REC. 46)**

CISD has not conducted a fixed asset inventory and does not have detailed procedures for conducting periodic inventories. The lack of periodic inventories and procedures could lead to inaccurate fixed asset records, which could negatively affect financial reporting and property insurance coverage. CISD's last inventory was in February 2000. A company based in San Antonio performed the inventory, which consisted of a count of every item of property in the district by campus or department and room. The company provided the district with inventory listings of district fixed assets by department, campus, and room.

CISD's fixed asset manager is responsible for maintaining the district's fixed and controllable assets. The fixed asset manager makes updates to

these inventory listings as property is purchased, transferred, stored, sold, salvaged, or disposed of. The fixed asset manager reviews all district purchases to determine the items that require tagging and entry to the district's fixed asset inventory system. For example, vendors deliver newly purchased computer equipment to a specially designated area of the warehouse where the fixed asset manager tags and enters it into the fixed asset system. After it has been tagged, the Technology and Information Services Department prepares the equipment for delivery to the user's site for configuration and set up.

At the end of the school year, the fixed asset manager provides all teachers with a Room Fixed Asset Inventory form, which requires each teacher to list each item of property in their room. The purpose of these forms is to identify district property that is on hand and available for the next school year. This process does not represent a true physical inventory because the forms are not used to identify and correct discrepancies between the fixed asset records and the actual fixed assets in the district.

Additionally, the district conducts an annual sale of surplus property. Surplus items are categorized and labeled for sale either individually or in lots. The most recent surplus sale was in December 2004. According to the executive director for Business Services, 90 percent of surplus items were sold, and the remainder was given to a recycling company. The district collected \$5,035 from the surplus sale.

One of the purposes of a fixed asset system is to ensure accountability for an organization's fixed assets. Periodic inventories are necessary to reconcile fixed asset records with actual assets. Insurance could be purchased for damaged assets or equipment that is no longer owned by the district. Moreover, when assets are not verified periodically through an inventory, the risk of theft, damage, and misuse increase.

Local policy CFB establishes procedures for tagging assets, making transfers and dispositions, and salvaging assets and is consistent with TEA rules regarding definitions of what constitutes fixed assets. However, the policy does not include procedures for conducting periodic inventory counts. The district depreciates assets in accordance with applicable governmental accounting standards and states that all purchased or donated non-consumable items will be accounted for and maintained in an inventory format. The policy does not establish a minimum value for items to be inventoried. The policy does include equipment like computers, cell phones, printers, scanners, and pagers that must be tracked and accounted for to safeguard against loss, misuse, or theft. The Financial Accountability System

Resource Guide (FASRG) published by the Texas Education Agency cites the generally accepted audit standards requirement of independent auditors to perform a physical inventory on an annual basis.

Successful inventories must be adequately planned and executed, particularly when assets are dispersed over a broad area and in multiple facilities, as is the case with CISD. School districts that successfully conduct physical inventories have written, detailed inventory procedures as well as plans establishing timelines, team members and their responsibilities, campus/building assignments, estimated time for completion, verification procedures, and training protocols. All these elements are necessary and must be thoroughly understood for physical inventories to be completed successfully.

Fort Bend ISD has a best practice fixed asset manual that includes a section on completing the annual inventory. It specifies the purpose of the inventory, how often it is to be taken, and who is responsible for conducting the inventory and updating the fixed asset records. It also includes a section describing how to use the computerized fixed asset system.

Many fixed asset systems incorporate barcode technology to facilitate physical inventories. CISD's fixed asset system has the capability to use barcode technology; however, the district has not purchased and installed the scanners necessary to use the barcoding features. These systems associate locations and assets with a unique barcode identifier. Each location, such as a room or cubicle, and each item of property within a location has a unique identifier, which is scanned with a hand-held scanner during inventory. The information from the hand-held scanner is later uploaded into the fixed asset system, which compares the physical inventory to the recorded inventory and generates discrepancy reports.

CISD should conduct periodic fixed asset inventories and purchase barcode readers to facilitate the physical inventory process. The district should conduct physical inventories on an annual basis. A comprehensive inventory plan should be developed before the next physical inventory is taken. Existing procedures should be expanded as appropriate to include timelines, team members, responsibilities, locations, and other information to ensure a smooth, successful execution and completion of the next inventory. To facilitate the inventory process, the district should purchase hand-held barcode readers. The reports generated during that inventory provide a solid basis for updating the district's fixed asset inventory. The district should also purchase and install barcode readers to facilitate the next physical inventory. The fiscal impact of this recommendation

is limited to the one-time cost of the barcode readers, which is estimated to be \$701 per scanner. The district would need to purchase two scanners at a total cost of \$1,402. The price includes the necessary software and hardware to use the scanners.

#### **QUALIFIED ZONE ACADEMY BONDS (REC. 47)**

CISD has not considered Qualified Zone Academy Bonds (QZAB) funding as an option for funding projects that are part of its facilities master plan. Although the district is eligible for the funds, it has never applied with the Texas Education Agency (TEA) for authorization to issue QZABs. By not applying for QZAB issuing authority, the district may be missing an opportunity to obtain additional funding for facilities needs, while lowering its cost of capital.

CISD's last bond election (in 2001) authorized \$67 million in bond financing with \$42 million proposed to renovate, refurbish, and construct facilities and \$25 million to refinance outstanding debt. Of the \$42 million, approximately 30 percent was appropriated for the Clint area, 30 percent for the Horizon area, and 40 percent for the Montana area. The district sold the last of the bonds in July 2003. Under the former superintendent (who resigned in December 2004), plans were to begin planning another bond issue during Fiscal Year 2006. However, the district has not begun planning the next bond issue under the current superintendent, who took office in January 2005.

The Taxpayer Relief Act of 1997 created the QZAB program, which enables school districts to save interest costs on qualified debt issuances. QZAB funds have been available to school districts since January 1998. Since 1998, the federal government has allocated \$400 million per year to states for QZAB funding. The 2005 allocation for Texas is \$39,142,000. Qualified school districts must apply to the authorized state agency to receive authorization to issue QZAB debt. TEA is the authorized agency in Texas.

TEA allocates QZAB funding to Texas school districts on a first come, first serve basis. TEA does not grant funding and does not issue monetary payments or awards under the program. It simply grants school districts the authority to issue eligible bonds to qualified campuses. Instead of actual cash awards, school districts are relieved of paying interest on the bonds. Bondholders receive tax credits from the federal government in lieu of interest payments. The school district must repay the principal on the debt but does not have to repay the interest, which represents a significant savings because interest is a major component of debt service.

To qualify for QZAB authorization, a public school must be located in an empowerment zone or a federally designated enterprise community, or 35 percent of its student population must be eligible for the federal free and reduced lunch program. In January 2002, the U.S. Department of Housing and Urban Development (HUD) designated El Paso County as a “Renewal Community” eligible for QZAB funding. As such, individual campuses in CISD are eligible to apply with TEA for authorization to issue these bonds. In addition, a qualified school must develop a partnership with a private entity or entities that must contribute at least 10 percent of the money borrowed. These matching contributions can include cash, equipment, technical assistance, teacher training, student field trips or internships, student services, such as mentoring programs, or other property and services. The school and business partner work together to develop an academic program that seeks to enhance the academic curriculum, increase graduation and employment rates, and better prepare students for college and the workforce.

QZAB funds cannot be used for new construction. They must be used for one or more of the following:

- rehabilitating or repairing the public school facility in which the academy is established;
- providing equipment for use at the academy;
- developing course materials for education to be provided at the academy; or
- training teachers and other school personnel in the academy.

The Baldwin Park Unified School District, located in Los Angeles County, California, requested and received \$12 million under the QZAB program to establish two Computer Technology academies at

Sierra Vista and Baldwin Park high schools. These academies provide students with the skills necessary to become certified as service and network technicians. Students have the opportunity to obtain industry-recognized certifications upon graduation that prepare them for ongoing technology education and careers. Teachers receive ongoing professional technology training with the most up-to-date equipment available. All high school students in the Baldwin Park district are able to enroll in academy classes.

The bond money was used to modernize the structure and technology of the two sites in order to support the programs. The schools’ primary partner is Intel, which has donated over \$1.2 million for teacher training, development, equipment, materials and consulting services. JES & Co., a nonprofit education organization provides the academies with curriculum, materials, and teacher training. The academies opened in fall 2000.

CISD should include QZAB funding as an option for funding projects at specified campuses that meet the program’s requirements and evaluate the use of QZAB funding as part of its facilities master plan and overall debt structure. Application must be made with TEA for the debt. Once all program requirements are met, TEA will notify the district of the amount of debt that has been authorized as QZAB funding. Upon receipt of the QZAB designation, the district has 180 days to issue the debt. The fiscal impact associated with this recommendation cannot be known at this time due to lack of information about the nature of the district QZAB program and the amount and terms of the QZAB authorization.

For background information on Asset and Risk Management, see p. 204 in the General Information section of the appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 5: ASSET AND RISK MANAGEMENT</b>							
40. Prepare cash flow projections.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
41. Determine the extent to which additional services are required and rewrite the RFP to reflect the need for these services in the banking contract.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
42. Diversify the investment portfolio.	\$4,172	\$4,172	\$4,172	\$4,172	\$4,172	\$20,860	\$0
43. Place performance measures in the next third-party administrator contract for employee health benefits.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
44. Conduct an online employee benefits survey to assess employee attitudes about the healthcare plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
45. Develop a districtwide comprehensive safety program to minimize the risk of catastrophic injuries and claims.	\$18,466	\$18,466	\$18,466	\$18,466	\$18,466	\$92,330	\$0
46. Conduct periodic fixed asset inventories and purchase barcode readers to facilitate the physical inventory process.	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,402)
47. Include Qualified Zone Academy Bonds (QZAB) funding as an option for funding projects at campuses that meet the program's requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 5</b>	<b>\$22,638</b>	<b>\$22,638</b>	<b>\$22,638</b>	<b>\$22,638</b>	<b>\$22,638</b>	<b>\$113,190</b>	<b>(\$1,402)</b>





# Chapter 6

## Financial Management

Clint Independent School District



## **CHAPTER 6**

# **FINANCIAL MANAGEMENT**

Efficiently operated school districts have sound financial practices to maximize available resources for quality instruction and learning to each student. Sound financial management ensures that the school district receives and manages all revenue available; maintains sound financial decisions and budget allocations; issues timely, accurate, and relevant reports on the district's financial position; maintains sound internal controls; employs a skilled, well-trained staff; and maintains favorable reports by the external auditors.

The executive director for Business Services is responsible for financial management in Clint Independent School District (CISD). The executive-director coordinates budget activities for the district, estimates and monitors state funding, and oversees the Business Services Department and its staff of 11 employees.

CISD budgeted \$54.9 million for the 2004–05 general fund, of which \$30.8 million or 56.1 percent (including debt service) is allocated for instruction compared to the state average of 51.8 percent. The district's 2005 total tax rate is \$1.71, composed of \$1.50 maintenance and operations and \$0.21 debt service (interest and sinking funds).

### **ACCOMPLISHMENTS**

- CISD rebuilt a declining General Fund balance through a combination of fiscally responsible steps that restored the district's financial vitality. After declining steadily for four years from Fiscal Year 1997 through 2001, CISD's fund balance rebounded with increases of 6, 97, and 118 percent during Fiscal Years 2002 through 2004, respectively.
- CISD maximized funding under the state's Existing Debt Allotment Program (EDA) by correctly timing the issuance and payment of its Series 2003 A bonds, resulting in a savings of 8 cents in its tax rate dedicated to debt payment. To take advantage of the opportunity to maximize state funding, the district accelerated the issuance of its Series 2003 A bonds, which represented the final bond issuance under its \$67 million bond authorization.
- CISD strengthened internal controls over student and campus activity funds by centralizing the accounting for these funds and by developing an activity fund manual.

### **FINDINGS**

- CISD does not incorporate the use of standard resource allocations in its budget process. As a result, CISD does not allocate financial

resources equitably among its campuses. This can engender negative attitudes and perceptions that divide the three communities, making some community members feel neglected and alienated.

- CISD lacks a budget calendar process; therefore, the district did not prepare and distribute a budget calendar for its Fiscal Year 2005 budget development process. Without budget calendars, those involved in the budget process might not be clear about their roles or might not be motivated to meet critical deadlines.
- Although the budget process was discussed and outlined during leadership, principal, and cabinet meetings, the Business Services Department provided inadequate budget instructions and budget development training during Fiscal Year 2005 to ensure its participants understood the budget process. As a result, 50 percent of the electronic budget templates were not completed properly, causing staff to rework the templates.
- CISD's budget document lacks criteria to ensure it is not only a good communication tool but also serves as an operations guide. The budget document does not contain sufficient information about the district's initiatives, opportunities, challenges, and operations. As a result, CISD is missing an important opportunity to present useful information to its employees, students, parents, and other community stakeholders about the district's successes, challenges, and opportunities.
- CISD does not have fund balance policies for the general, food service, and health benefit funds. Consequently, goals that the district has established for fund balance targets have not been written into district policy and do not have the strength of enforceability.
- CISD has not issued a request for proposal (RFP) for external financial auditing services in at least 10 years. As a result, confidence in the district's audited financial information could be undermined.
- The district has not evaluated the current automated timekeeping system for its compatibility and integration with the district's payroll system.
- CISD's payroll process lacks internal controls to ensure proper check and balance procedures are in place for payroll changes. Payroll clerks have access to the master employee payroll data tables

and are able to make pay rate and other changes to employee records, including their own.

- CISD does not actively promote the use of direct deposit to employees for their payroll checks outside of new employee orientation or use other electronic payroll payment methods. The district has not strategically developed a campaign to encourage all employees to take advantage of this benefit.
- CISD did not establish project fund codes in its financial accounting system to track bond fund construction costs on a project-by-project basis. As a result, the system cannot generate user-friendly financial reports that compare budgeted project expenses to actual project expenditures.

### **RECOMMENDATIONS**

- **Recommendation 48 (p. 103): Develop and use standard resource allocations in the budget process.** CISD should incorporate the use of standard resource allocations in its budget process to achieve more equity in the distribution of financial resources to campuses. Although the district's use of zero-based budgeting during its Fiscal Year 2005 budget process was an effective step in reducing waste, providing adequate resources, and stabilizing the district's finances, future budget development should incorporate the use of standard resource allocations.
- **Recommendation 49 (p. 106): Prepare and distribute a detailed budget calendar each budget cycle and include it in the budget package provided to those responsible for preparing the budget.** The calendar should be the first document prepared and should be included at the front of the budget development instruction packet.
- **Recommendation 50 (p. 108): Provide detailed, well documented budget instructions and conduct budget training sessions in preparation for budget development.** CISD should rewrite the budget instructions and conduct several training sessions for all staff involved in the budget development process. The "train the trainer" approach should be used if deemed appropriate. Regardless, all individuals directly responsible for ensuring the accuracy and timeliness of the budget submission, such as principals and department heads, should be required to attend budget training.
- **Recommendation 51 (p. 108): Use Government Finance Officers Association (GFOA) and Association of School Business**

**Officials (ASBO) criteria to improve the budget document.** The district's budget document will be more useful as a communication tool and operations guide when the requirements of these budget award programs have been met.

- **Recommendation 52 (p. 109): Establish board policies governing the level and use of excess unreserved, undesignated fund balances in the General, Food Service, and Health Insurance Funds.** Such policies would have the strength of enforceability and would determine the use of the funds in a manner prescribed by board policy.
- **Recommendation 53 (p. 110): Prepare and issue an RFP for auditing services and establish a board policy to issue an auditing RFP at least every five years.** In developing the RFP, the district should refer to the GFOA's publication, "Audit Management Handbook." A board policy requiring issuance of an RFP every five years will help create an atmosphere of open, fair competition, which encourages audit firms to participate in the process. A policy would also strengthen auditor independence while encouraging them to be competitive in their pricing.
- **Recommendation 54 (p. 111): Evaluate the existing payroll processing system and other vendor solutions for their compatibility and integration with the district's financial system to provide further efficiency.** Automated timekeeping systems streamline payroll processing and allow payroll staff to focus on other duties, as well as automatically track attendance.
- **Recommendation 55 (p. 113): Establish procedures to limit control of and access to master data tables to authorized Personnel Services staff.** This process will establish proper check and balance procedures for payroll changes.
- **Recommendation 56 (p. 113): Organize a campaign to promote the benefits of direct deposit to existing employees and develop other electronic payroll payment methods.** Promotion efforts might include paycheck stuffers, newsletters, campus flyers, and a direct deposit week.
- **Recommendation 57 (p. 114): Establish project fund codes in the financial accounting system to track project construction costs.** Each project should be set up by fund, then line item, and finally by project

code in order for the district to generate reports that are user-friendly and easy-to-read.

## **DETAILED ACCOMPLISHMENTS**

### **FUND BALANCE RECOVERY**

Since Fiscal Year 2002, CISD has implemented a variety of fiscally responsible steps to rebuild its General Fund balance and restore the district's financial vitality. CISD's fund balance declined between Fiscal Years 1995 and 2001. At the end of Fiscal Year 1995, CISD's General Fund balance was \$8.9 million, which represented 33 percent of Fiscal Year 1996 expenditures. However, by the end of Fiscal Year 2001, CISD's fund balance had fallen to \$2.4 million, or 6 percent of Fiscal Year 2002 expenditures. At the end of Fiscal Year 2001, the district's financial situation prompted the external auditors to remark in their audit management letter to the district that, "Expenditures exceeded revenues by \$4,461,024. This has reduced the general operating fund balance from \$6,902,063 to \$2,441,039. This is only 5.24 percent of the general operating expenditures for the year ended August 31, 2001. This is not an adequate fund balance.... the district cannot operate in a fiscally effective manner with such a small fund balance." The situation was so serious that the executive director of Business Services said that there were times when the district struggled to fund payroll. However, since the end of Fiscal Year 2002, the district has taken steps to restore its financial health. In fact, CISD received a "superior achievement" rating from the *Financial Integrity Rating System of Texas* (FIRST) for Fiscal Year 2004. This rating is the highest commendation possible under the rating system, which is administered by the Texas Education Agency (TEA), based on a list of 21 financial indicators that measure debt, budget, taxes and salaries.

To strengthen its finances, the district reduced and reorganized staffing positions, and the board increased the maintenance and operations tax rate to \$1.50 in order to maximize state funding. In April 2003, the board approved a reduction in force (RIF) of 36 employees consisting of 14 teachers and 22 support staff. The RIF resulted in estimated savings of \$1.6 million. Between Fiscal Years 2000 and 2005, total state allotments grew at an average annual rate of 8 percent per year. Tier II allotments grew by an average of 11 percent per year during this period. CISD's property wealth is one of the lowest in the state. According to TEA, CISD's 2003-04 property wealth of \$50,383 per student ranked 1,017<sup>th</sup> in the state.

CISD is entitled to Tier II funding, which pays districts with low property values \$27.14 per student, as defined, for every penny of tax effort above \$0.86

to a maximum of \$1.50. Between Fiscal Years 2000 and 2005, CISD's Tier II allotments increased 68 percent from \$9.9 million to \$16.6 million, due in part to the increase in the tax rate. The district also timed the sale of its 2003A bond series to maximize funding under the state's Existing Debt Allotment (EDA) program. As a result, funding under the program for Fiscal Years 2004 and 2005 was \$2.7 million per year. The Instructional Facilities Allotment (IFA) also grew 17 percent per year between Fiscal Years 2000 and 2005 due to construction activity to provide the necessary facilities and equipment to accommodate CISD's enrollment growth. IFA funding affects the General Fund balance indirectly, in that items paid for with IFA funds do not burden the General Fund. Therefore, the more IFA funds received, the more pressure taken off the General Fund.

CISD also stabilized its National Breakfast and Lunch Program. During Fiscal Year 2000, the program lost \$407,197 and had a fund balance of only \$130,549. However, by the end of Fiscal Year 2003, the fund balance had grown to \$681,515 and the program earned \$412,811 during the year. The General Fund benefited because it no longer needed to supplement the Food Service Fund as it had in the past. The Food Service Fund is now self-sufficient, making the General Fund available for other uses. According to the Food Service coordinator, the following are the planned uses of the Food Service Fund Balance:

- work with Business Services to determine the program's total costs so that a three-month operating balance can be maintained;
- work with the Construction and Facilities coordinators to evaluate cafeteria needs related to kitchen layout to improve cafeteria services and storage space;
- develop a long-range plan to replace old equipment;
- keep abreast of new school construction;
- work with experts to develop plans to enhance and improve the cafeteria layout that will be inviting and conducive to student participation; and
- use the expertise of a professional chef for staff development to teach Food Service personnel about healthy food preparation techniques, customer service, marketing, and promotion on an annual basis.

Finally, CISD has received significant E-rate commitments since Fiscal Year 2001. E-rate is a program, administered by the Universal Service

Administrative Company (USAC) that was established under the Telecommunications Act of 1996. The Universal Service Administrative Company (USAC) administers the Universal Service Fund (USF), which provides communities across the country with affordable telecommunication services. E-Rate provides schools and libraries with discounted telecommunications and other technologies.

Between Fiscal Years 1998 and 2001, E-rate commitments totaled \$632,595. However, between Fiscal Years 2002 and 2004, E-rate commitments totaled \$7.3 million, an increase of 1,052 percent. Exhibits 6-1 and 6-2 present a history of fund balance and state funding.

**MAXIMIZED EXISTING DEBT ALLOTMENT**

CISD maximized funding under the state’s Existing Debt Allotment (EDA) program by correctly timing the issuance and payment of its Series 2003 A bonds, resulting in a savings of 8 cents in its tax rate dedicated to debt payment. The purpose of this

program is to assist school districts with the payment of their existing debt service. The program was created during 1999–2000 and is similar to the Tier II guaranteed yield funding structure of the state funding formula. Eligible school districts are guaranteed a specified amount (currently \$35) per student for each cent of tax effort to pay the principal and interest on eligible bonds. To receive this aid, school districts must be making payments on existing debt, which is defined as bonded debt for which the district levied a tax and made payments on or before August 31, 2003.

To take advantage of this opportunity to maximize state funding, the district accelerated the issuance of its Series 2003 A bonds (\$19,469,222), which represented the final bond issuance under the \$67 million bond authorization approved by voters in October 2001. The issuance of these bonds was originally scheduled for Fiscal Year 2005, but issuing them at that time would have forfeited the additional state aid. Therefore, the district sold the bonds in July 2003 to ensure eligibility for EDA funding in the 2004-2005 biennium. As shown in Exhibit 6-3,

**EXHIBIT 6-1  
HISTORY OF FUND BALANCE**

FISCAL YEAR	FUND BALANCE	FOLLOWING YEAR'S EXPENDITURES	PERCENTAGE OF FOLLOWING YEAR'S EXPENDITURES
1995	\$8,942,129	\$27,053,285	33%
1996	\$8,125,037	\$30,027,229	27%
1997	\$8,809,141	\$33,755,733	26%
1998	\$7,989,688	\$35,504,388	23%
1999	\$7,416,759	\$42,331,294	18%
2000	\$6,902,064	\$46,558,126	15%
2001	\$2,441,039	\$43,313,921	6%
2002	\$2,576,330	\$43,758,432	6%
2003	\$5,067,419	\$46,183,898	11%
2004	\$11,029,318	\$54,856,139	20%

SOURCE: External Auditor’s Letter, 1995 through 1998, Audited Financial Statements, 1999 through 2004, District Budget, 2005.

**EXHIBIT 6-2  
HISTORY OF STATE ALLOTMENTS**

FISCAL YEAR	TIER I	TIER II	*OTHER	TOTAL
2000	\$22,109,736	\$9,899,162	\$2,933,348	\$34,942,246
2001	\$22,971,493	\$9,905,643	\$3,579,490	\$36,456,626
2002	\$24,090,951	\$11,015,265	\$2,682,166	\$37,788,382
2003	\$25,215,356	\$12,167,689	\$3,210,025	\$40,593,070
2004	\$26,105,905	\$15,875,700	\$7,166,742	\$49,148,347
2005	\$27,177,255	\$16,583,106	\$7,163,514	\$50,923,875
Percent Change 2000-2005	23%	68%	144%	46%
Average Annual Growth Rate	4%	11%	20%	8%

\*Includes Instructional Facilities Allotment and Existing Debt Allotment.  
SOURCE: Texas Education Agency Summary of Finance, 2000 through 2005.

**EXHIBIT 6-3**  
**EDA FUNDING AND I&S TAX RATE**  
**HISTORY**

<b>FISCAL YEAR</b>	<b>EDA FUNDING EARNED*</b>	<b>I&amp;S TAX RATE</b>	<b>I&amp;S TAX RATE REDUCTION</b>
2000	\$1,377,344	\$0.0800	n/a
2001	\$1,354,325	\$0.0000	n/a
2002	\$505,021	\$0.2148	n/a
2003	\$0	\$0.2940	n/a
2004	\$2,661,091	\$0.2255	\$0.0685
2005	\$2,663,771	\$0.2100	\$0.0155
<b>Total Reduction</b>			<b>\$0.0840</b>

\*Before any prior year adjustments.

SOURCE: Summary of Finance Fiscal Year 2005 and CISD 2004–05 Budget.

CISD was eligible for \$2.7 million in EDA funding for Fiscal Years 2004 and 2005. Moreover, as a result of maximizing EDA funding, the district was able to reduce the Interest and Sinking (I&S) Fund portion of its Fiscal Year 2004 and 2005 tax rates by a total of about 8 cents.

**CENTRALIZED STUDENT AND**  
**CAMPUS ACTIVITY FUND**  
**ACCOUNTING**

CISD strengthened internal controls over student and campus activity funds by centralizing the accounting for these funds and by developing an activity fund manual. There are two types of activity funds common to Texas public schools. The first type, campus activity funds, is generated from sources such as school pictures, vending machine revenues, and commemorative items. These funds benefit the entire campus and are subject to the district's purchasing rules. The second type, student activity or club funds, represents monies collected and disbursed by student organizations for various student-related activities such as student council, class funds, and booster clubs.

These funds are raised and expended exclusively for the benefit of students under the supervision of professional school staff. In Texas, school districts are the custodians for these funds and are required to provide for their proper accounting. Districts generally maintain separate bank accounts for these funds. CISD consolidated the school accounts and now maintains one bank account for activity funds, while establishing separate accountability in the accounting records. As of December 31, 2004, the district had \$263,549 of activity funds cash on the books, as shown in Exhibit 6-4.

Some districts have a centralized activity fund accounting where all financial record keeping is maintained at the district's business office, while others allow the accounting to take place at the respective schools. However, all school districts are required to include activity funds in the annual financial audit conducted by independent auditors.

In a letter to CISD management after the Fiscal Year 2003 audit, the district's external auditors suggested, "the central office assumes responsibility for the student activity accounting funds." The auditors noted that the "funds are sometimes not accounted for as accurately as desired because campus personnel often do not have sufficient time or training to maintain the accounting records." The executive director of Business Services said that several years ago \$10,000 of Clint High School student activity funds were unaccounted for. At that time, each school accounted for its own activity funds. In response to the auditor's recommendation, the central office now accounts for student activity funds.

**EXHIBIT 6-4**  
**ACTIVITY FUND CASH**  
**AS OF DECEMBER 31, 2004**

<b>NAME OF SCHOOL</b>	<b>CASH ON BOOKS</b>
Clint High School	\$47,726
Mountain View High School	\$40,042
Horizon High School	\$36,077
Clint Junior High School	\$16,356
East Montana Middle School	\$29,408
Carroll T Welch Intermediate	\$15,020
WD Surratt Elementary	\$9,011
Red Sands Elementary	\$14,515
Desert Hills Elementary	\$26,300
Montana Vista Elementary	\$13,823
Frank Macias Elementary	\$14,793
Business Services	\$293
Transportation	\$125
<b>Total</b>	<b>\$263,489</b>

SOURCE: CISD Business Services Department, January 2005.

In addition, the Business Services office has written a very instructive and detailed activity fund manual. It sets forth all of the key requirements for properly safeguarding and accounting of campus and school activity funds. The manual covers all aspects of school district financial operations and gives examples of various forms and documentation that must be completed for various kinds of transactions. The manual covers procedures for both student and principal funds. These instructions are necessary because campus personnel are still responsible for collecting, recording, and depositing monies related to student and campus activities.

**DETAILED FINDINGS**

**CAMPUS RESOURCE ALLOCATIONS**  
**(REC. 48)**

CISD does not incorporate the use of standard resource allocations in its budget process. As a result, CISD does not allocate financial resources equitably among its campuses. This can engender negative attitudes and perceptions that divide the three communities, making some community members

feel neglected and alienated. Clint area schools receive significantly more dollars per student than the other two areas even though student enrollment in the Clint area is declining.

Comments obtained during surveys, community open houses, and focus groups reveal a perception that the Clint area is favored over the other areas because all of the board members reside in Clint. Moreover, Clint community members appear to be more politically active. For example, in the 2001 bond election, as recorded in the minutes of a special board meeting, 16 percent of eligible Clint community voters cast ballots compared to 7 percent for East Montana and 9 percent for Horizon City. **Exhibit 6-5** presents public input comments that reveal a perception of unfairness within the district. The comments include those from teacher and parent focus groups.

Typically, school districts use standard resource allocations to determine how much each campus receives. For example, funds for special education are allocated based upon how many special education students a campus serves. CISD used zero-based budgeting techniques to develop the Fiscal Year 2005 budget. The intent was to stabilize the financial situation while providing adequate resources to all schools.

Prior to fiscal 2005, CISD used standard resource allocations. However, as the district's needs and demographics changed, these allocations resulted in an uneven distribution of resources as some schools had more than they needed while others lacked resources. Rather than re-examine and calibrate the

existing resource allocations, the district decided to use zero-based budgeting to re-examine all of its programs and services.

During the budget process, each school's programs, activities, and services were subjected to a high degree of scrutiny and justification. The process involved staff at all levels of the organization. CISD's campus and department personnel including teachers, administrators, and staff had input into the budget process and were directed to base their budgets on need. The Business Services Department provided all budget managers with an empty budget template and asked them to build their budgets from scratch using the goals and objectives outlined in each school's campus improvement plan as a guide. Upon completion, all budgets were subjected to review by principals, department heads, the executive director for Business Services, the superintendent, and the superintendent's cabinet. The primary focus of the effort was the elimination of outdated efforts and expenditures and the concentration of resources where they would be most effective.

The district believes that its use of zero-based budgeting resulted in a more equitable distribution of resources. However, per student spending remains imbalanced. For example, per student spending in the Clint area is higher than the East Montana and Horizon areas despite the fact that enrollment is declining in the Clint area. Other factors such as average teacher salary, years of experience, and teacher education level are fairly equal, although Clint area teachers earn slightly more—\$40,233 compared to \$40,126 for East Montana teachers and \$39,686 for Horizon area teachers.

#### **EXHIBIT 6-5 COMMUNITY OPEN HOUSE, SURVEY, AND FOCUS GROUP COMMENTS**

- Board members are more responsive to issues affecting Clint. Their interest is there more because their kids are in that area.
- Don't have a fair balance for all the community areas represented. Maybe some board members have been on the school board for too long (years and years). All don't know what is going on at each school.
- The fact that all the board members come from the same place is a problem. We need at large people. There are cultural, friendship and general relationship issues that are not even across the district.
- Why do school board members come from the same area? There should be more balanced representation.
- Schools that are located away from the city of Clint receive less benefits and improvements.
- I feel that we need more input from Clint area, Montana area, and Horizon area. For example a mandatory board member for each area then the rest at large.
- Clint parents more affluent did not want kids from Horizon and East Montana going to Clint.
- Clint parents felt that their kids are "better" than the other kids and Clint is the "golden child" and they are closed circle. Horizon and East Montana are a mixed community and Clint is homogenous. With all board members being from Clint caused the board to have a conflict of interest. A lot of school board members got on board for wrong reason.
- It would help to have someone from Horizon and East Montana representing on the board.
- Board members are from a small district area, in their own town, and do not seem to anticipate the great growth and possible annex by the city of El Paso. They do not see that they will no longer be separate.
- We should have at least two representatives of the different areas. Two for Clint, two for Horizon and two for Mountain View, not all of the same area. We need to help each other not just ourselves.
- I really don't know about the planning processes other than that the superintendent's support went to those schools that she may have had a more personable relationship with.
- If you grew up in Clint or you have a friend who works for the district, you'll get hired. If the principal likes you, you'll get hired. Never mind all the years of volunteer work or the education.

SOURCE: Community Open House, Survey, and Focus Group Comments, December 2004.

Budgeted General Fund expenditures for Fiscal Year 2005 average \$5,772 per student for the Clint area versus \$4,287 and \$4,301 for the East Montana and Horizon areas, respectively. Moreover, enrollment in the Clint area is projected to decline by 5 percent between Fiscal Years 2005 and 2009, while it will decline by 1 percent in the East Montana area and grow by 13 percent in the Horizon area. **Exhibit 6-6** presents an overview of per pupil spending by school and area based on the Fiscal Year 2005 budget.

When broken down by object of expenditure, Clint area expenditures exceed those of the other areas in all categories of spending, as shown in **Exhibit 6-7**. Since Clint is the oldest area, its facilities are more costly to maintain. However, even when Capital Outlay expenditures for the Clint area are removed, more is spent per student in the Clint area than either of the other areas.

Typically, school districts provide campuses with a standard allocation based on projected enrollments or historical expenditures to develop a base budget. Spending for new programs and initiatives are then reviewed and prioritized on a case-by-case basis during budget development and added to the base allocation amount. This process provides for a fairly equitable allocation of resources at the base level because each school receives the same allocation based on Average Daily Attendance. Any needs

based spending or deviations from the standard allocations are usually documented and justified, as they would be under the zero-based budgeting model. Effective budget development processes incorporate elements of both techniques and provide a more equitable distribution of financial resources.

Section 2.9.1 of TEA’s *Financial Accountability System Resource Guide* provides an illustration of standard resource allocations that is partially summarized in **Exhibit 6-8**. The exhibit merely serves as an illustration regarding the various types of standard budgetary allocations used by school districts.

CISD should develop and use standard resource allocations in its budget process to achieve more equity in the distribution of financial resources to campuses. Although the district’s use of zero-based budgeting during its Fiscal Year 2005 budget process was an effective step in reducing waste, providing adequate resources, and stabilizing the district’s finances, future budget development should incorporate the use of standard resource allocations. The district should use its experience with zero-based budgeting to develop the initial allocations then review them periodically to ensure that they are adequate to meet school needs. Different allocation amounts should be developed for elementary, middle, and high schools. For example, allocations for athletic equipment would differ significantly for

**EXHIBIT 6-6  
SPENDING PER STUDENT  
FISCAL YEAR 2005 BUDGET**

SCHOOL	TOTAL GENERAL FUND BUDGET	AVERAGE EXPENDITURES PER STUDENT	AVERAGE TEACHER SALARY	AVERAGE YEARS TEACHER EXPERIENCE	0= NONE 1 =BACHELORS 2=MASTERS 3=DOCTORS HIGHEST DEGREE INDEX	PROJECTED ENROLLMENT GROWTH RATE 2005-2009
Clint HS	\$4,675,228	\$7,911	\$39,160	8	1.2	
Clint MS	\$2,014,259	\$5,357	\$38,861	9	1.0	
William Surratt ES	\$3,151,878	\$4,271	\$41,696	13	1.2	
Clint Area	\$9,841,365	\$5,772	\$40,233	10	1.1	(5%)
Mountain View HS	\$5,318,089	\$5,022	\$40,903	12	1.2	
East Montana MS	\$3,269,681	\$3,711	\$40,776	11	1.2	
Red Sands ES	\$3,422,745	\$4,008	\$39,768	10	1.1	
Montana Vista ES	\$3,268,288	\$4,245	\$39,073	8	1.1	
Montana Area	\$15,278,803	\$4,287	\$40,126	10	1.2	(1%)
Horizon MS/HS	\$5,952,965	\$4,548	\$39,807	8	1.2	
Carroll Welch MS	\$2,619,420	\$4,042	\$38,308	6	1.2	
Desert Hills ES	\$3,079,736	\$3,783	\$38,894	7	1.1	
Frank Macias ES	\$3,371,665	\$4,670	\$41,339	12	1.1	
Horizon Area	\$15,023,786	\$4,301	\$39,686	9	1.2	13%

SOURCE: Fiscal Year 2005 General Fund Budget and Human Resources Department, December 2004.

**EXHIBIT 6-7**  
**SPENDING PER STUDENT-BY OBJECT**  
**FISCAL YEAR 2005 BUDGET**

SCHOOL	AVERAGE EXPENDITURES PER STUDENT					TOTAL
	PAYROLL COSTS	PROFESSIONAL & CONTRACTED SERVICES	SUPPLIES & MATERIALS	OTHER OPERATING COSTS	CAPITAL OUTLAY	
Clint HS	\$4,985	\$380	\$830	\$285	\$1,431	\$7,911
Clint MS	\$4,228	\$279	\$584	\$152	\$114	\$5,357
William Surratt ES	\$3,730	\$168	\$254	\$63	\$55	\$4,271
<b>Clint Area</b>	<b>\$4,275</b>	<b>\$266</b>	<b>\$527</b>	<b>\$160</b>	<b>\$545</b>	<b>\$5,772</b>
Mountain View HS	\$4,001	\$283	\$454	\$163	\$121	\$5,022
East Montana MS	\$3,136	\$184	\$204	\$91	\$98	\$3,711
Red Sands ES	\$3,575	\$148	\$180	\$60	\$44	\$4,008
Montana Vista ES	\$3,754	\$157	\$231	\$66	\$37	\$4,245
<b>Montana Area</b>	<b>\$3,632</b>	<b>\$199</b>	<b>\$278</b>	<b>\$100</b>	<b>\$79</b>	<b>\$4,287</b>
Horizon MS/HS	\$3,655	\$228	\$471	\$138	\$56	\$4,548
Carroll Welch MS	\$3,460	\$171	\$239	\$68	\$105	\$4,042
Desert Hills ES	\$3,383	\$150	\$180	\$55	\$16	\$3,783
Frank Macias ES	\$4,073	\$165	\$306	\$74	\$52	\$4,670
<b>Horizon Area</b>	<b>\$3,642</b>	<b>\$186</b>	<b>\$326</b>	<b>\$92</b>	<b>\$55</b>	<b>\$4,301</b>

NOTE: Budget figures from 2005 CISD General Fund Budget

SOURCE: Calculations from McConnellIII, Jones, Lanier & Murphy (MJLM), Academic Excellence Indicator System (AEIS) 2003-04.

**EXHIBIT 6-8**  
**SAMPLE RESOURCE ALLOCATIONS**

DESCRIPTION	AMOUNT
Base Campus Allocations	
Elementary Schools	\$65 per student
Junior High Schools	\$75 per student
High Schools	\$90 per student
Special Instructional Program Allocations	
Special Education Program	\$36 per student
Compensatory Education Program	\$10 per student
Gifted and Talented Program	\$30 per student
English as a Second Language Program	\$135 per student
Occupational Education Program	\$40 per student
Educational Technology Program	\$30 per student
Co-curricular Program Allocations	
Athletic Program	\$195 per student
Band Program	\$84 per student

SOURCE: Section 2.9.1 of Texas Education Agency's Financial Accountability System Resource Guide, January 2005.

elementary and middle schools. In developing the allocations, the district should consider the unique operations of specific schools and apply appropriate adjustment factors to the final allocations.

**BUDGET CALENDAR (REC. 49)**

CISD lacks a budget calendar process; therefore, the district did not prepare and distribute a budget calendar for its Fiscal Year 2005 budget development process. Without budget calendars, those involved in

the budget process might not be clear about their role or might not be motivated to meet critical deadlines. Budget calendars help district administrators identify critical dates, assign roles and responsibilities, establish accountability, and keep the budget development process on track. Section 44.002 of the Texas Education Code requires all school districts to prepare an annual budget on or before a date set by the Texas Board of Education. Currently that date is August 20<sup>th</sup>. Many activities requiring coordination and cooperation occur between the beginning of the process and August 20<sup>th</sup>. Expectations may not be communicated clearly when they are not documented in a well-prepared budget calendar.

CISD begins budget development around January or February. The district prepared its Fiscal Year 2005 budget using zero-based budgeting techniques. Campus and department staff responsible for preparing the budget received a budget workbook on a compact disc and two pages of budget instructions. Staff members and site based teams including principals and teachers were involved in developing the budget, which was reviewed by the superintendent's cabinet before the board approved the final budget. The Business Services Department provided campuses and departments with separate compact discs containing the budget workbook;

however, a budget calendar was not included in the packet.

One of CISD’s peer districts, San Benito Consolidated ISD, publishes a budget calendar that includes dates showing when budgets are due and who is responsible for submitting them to the budget office. Effective school districts prepare a budget calendar every budget cycle that generally contains the elements shown in **Exhibit 6-9**.

CISD should prepare and distribute a detailed budget calendar each budget cycle and include it in the budget package provided to those responsible for preparing the budget. The calendar should be the first document prepared and should be included at the front of the budget development instruction packet. Dates, activities, and responsibilities should be clearly communicated to those responsible for budget development.

**EXHIBIT 6-9  
SAMPLE BUDGET CALENDAR**

<b>MONTH</b>	<b>ACTIVITY</b>	<b>RESPONSIBLE PARTY</b>
January	<ul style="list-style-type: none"> <li>Review of current status and issues.</li> <li>Preliminary estimates of enrollment, revenue, and costs.</li> </ul>	[Specific groups or individuals as appropriate]
February	<ul style="list-style-type: none"> <li>Review preliminary estimates and discuss allocations.</li> <li>Train Campus Educational Improvement Councils (CEICs).</li> <li>Revise budget packets, instructions, and formula allocations.</li> <li>Review allocations.</li> </ul>	[Specific groups or individuals as appropriate]
March	<ul style="list-style-type: none"> <li>Board of trustees discusses revenues, allocations, and costs.</li> <li>Budget workshop and distribution of budget packets.</li> <li>Budget development workshop for new principals.</li> </ul>	[Specific groups or individuals as appropriate]
April	<ul style="list-style-type: none"> <li>Review budget projections. Discuss salary increases and technology/equipment fund priorities.</li> <li>Conduct automated budget system training.</li> <li>Present current year projections, salary/tax increase proposals, and central allocations to Board of Trustees.</li> <li>Submission of budget packets for cabinet approval.</li> </ul>	[Specific groups or individuals as appropriate]
May	<ul style="list-style-type: none"> <li>Discussion of salary increase proposals.</li> <li>Cabinet submits budget packets back to budget office.</li> </ul>	[Specific groups or individuals as appropriate]
June	<ul style="list-style-type: none"> <li>Discussion of salary increase proposals.</li> <li>Preliminary discussion of additional requests and final discussion on salary increase proposals.</li> <li>Salary increase proposals submitted to board of trustees.</li> <li>Discussion of special revenue fund budgets and continued discussion of additional requests.</li> <li>Approval of technology and equipment fund budgets and additional requests.</li> </ul>	[Specific groups or individuals as appropriate]
July	<ul style="list-style-type: none"> <li>Approval of proposed budget, including facilities fund.</li> <li>Presentation of proposed budget to board of trustees.</li> <li>Publication of meeting to adopt proposed budget</li> </ul>	[Specific groups or individuals as appropriate]
August	<ul style="list-style-type: none"> <li>Superintendent posts notice for meeting of governing body to adopt budget and approve salary increases.</li> <li>Board of trustees adopts budget, approves salary increases, and presents effective tax rate.</li> <li>Publication of effective and rollback tax rates, schedules, and fund balances.</li> <li>Publication of notice of public hearing on tax rate, as needed.</li> <li>Post hour notice of public hearing, as needed.</li> <li>Public Hearing, as needed-schedule and announce meeting to adopt tax rate.</li> <li>Publication of notice of vote on tax rate.</li> <li>Post Notice for meeting at which governing body will adopt tax rate.</li> <li>Board of trustee meet to adopt tax rate.</li> </ul>	[Specific groups or individuals as appropriate]

SOURCE: Adapted by MJLM from various school district budget calendars.

### **BUDGET TRAINING AND INSTRUCTIONS (REC. 50)**

Although the budget process was discussed and outlined during leadership, principal, and cabinet meetings, the Business Services Department provided inadequate budget instructions and did not make budget development training mandatory during Fiscal Year 2005 to ensure the budget process was understood by its participants. As a result, most of the electronic budget templates were not completed properly, thereby making it necessary for staff to rework the templates. The executive director of Business Services spent valuable time reworking more than 50 percent of the budget submissions. The executive director for Business Services provided compact discs as an electronic means to facilitate budget development and compilation to all departments and schools. Yet, 30 percent of the departments, some of the secondary schools, and all of the elementary schools abandoned the compact disc and reverted to paper forms.

Moreover, although instructions were included in the packet provided to those responsible for budget development, the instructions consisted of only two pages and were not very informative. For example, the instructions contained account codes but no explanation of the types of costs the account code should include. Nor did the instructions contain illustrations or examples of how to estimate costs for a given category or group of accounts.

Initially conceived as an automated, timesaving process, budget compilation deteriorated into a tedious, manually intensive, time consuming effort. The executive director of Business Services could not provide the review team with an example of a budget workbook that had been completed properly according to instructions and that could be understood without assistance.

Budget development is more effective when instructions are simple, sufficiently detailed, and easily understood by those responsible for budget development. Effective school districts require budget training workshops particularly for those new to the budget development process.

CISD should provide detailed, well documented budget instructions and conduct budget training sessions in preparation for budget development. It should rewrite the budget instructions and conduct several training sessions for all staff involved in the budget development process. The “train the trainer” approach should be used if deemed appropriate. Regardless, all individuals directly responsible for ensuring the accuracy and timeliness of the budget submission, such as principals and department heads, should be required to attend budget training.

### **BUDGET DOCUMENT (REC. 51)**

CISD’s budget document lacks criteria to ensure it is not only a good communication tool but also serves as an operations guide. The document does not contain sufficient information about the district’s initiatives, opportunities, challenges, and operations to present useful information to its employees, students, parents, and other community stakeholders about the district’s successes, challenges, and opportunities. The first page of CISD’s budget presents the district’s mission statement and annual goals. This page is followed by a brief overview of the budget process and a limited discussion of budgetary funds, taxes, and fund balance. Next is a summary of the General Fund budget by organization followed by General Fund breakdowns by object, function, and program. This presentation is followed by General Fund budgets for each school and department by object and project code. Food Service and Debt Service Funds are presented next, followed by a history of tax rates and a copy of the public meeting tax notice for the current year. Finally, other information is presented including pictures of the board of trustees, a list of administrative staff and campuses, projected enrollment for the year, salary schedule, school year calendars, and a map of El Paso County.

Although the Fiscal Year 2005 official budget meets all TEA requirements, it does not fulfill the three main purposes of a budget document, which are to be a communications device, a policy document, and a financial plan. A school district’s budget is most effective when it is useful to both district staff and the community at-large in understanding the inner workings of the district. The current budget document does not tell the district’s story in sufficient detail and does not demonstrate how the district’s spending for the current year will help it achieve its goals. An effective budget document presents facts and figures, but also communicates what is behind and beyond the numbers.

The Association of School Business Officials (ASBO) and the Government Finance Officers Association (GFOA) are two national organizations that promote excellence in the form, content, and presentation of budget documents through budget award programs. Budget Award Programs are designed to encourage governments to prepare budget documents of the highest quality to meet the needs of decision-makers and citizens. The primary difference between the ASBO and the GFOA programs is that ASBO’s program is specifically designed for school districts, whereas GFOA’s program is designed for any governmental entity. These programs establish a number of criteria for exemplary budget documents and provide

certification awards to governmental entities whose budget documents meet the criteria. Many school districts across the country use the criteria to apply for the award, but some use it merely to improve their budget document’s content, format, and presentation.

ASBO requires that districts applying for the award divide their budget document into four sections as follows:

- introductory section;
- organizational section;
- financial section; and
- information section.

Each section of the document is evaluated based upon established criteria to determine if the section exceeds, meets, or does not meet the criteria.

**Exhibit 6-10** presents selected samples of criteria from each of the sections listed above.

Some school districts form cooperative alliances with local colleges and universities that benefit college students and the district in preparing an award winning budget document. For example, several years ago El Paso ISD’s Internal Audit Unit partnered with the University of Texas at El Paso (UTEP) in a program designed to assist students in career choices and give them practical work experience before they graduated.

CISD should improve its budget document using GFOA and ASBO criteria. The district’s budget document will be more useful as a communication tool and operations guide when the requirements of these budget award programs have been met. Once the district has made sufficient improvements in the

document, it should apply for GFOA and ASBO certification.

In addition, CISD should recruit accounting students from local colleges to assist with preparing their budget document. CISD would benefit from the students’ assistance and the students could benefit by receiving course credit.

**FUND BALANCE POLICY (REC. 52)**

CISD does not have fund balance policies for the general, food service, and health benefit funds. Consequently, goals that the district has established for fund balance targets have not been written into district policy and do not have the strength of enforceability, which means the district could revert to deficit spending in the future. Despite its success in rebuilding its General Fund balance, the district has not institutionalized this success by establishing a minimum fund balance requirement in board policy. Goal three in the Fiscal Year 2004 District Improvement Plan is for the district to “operate efficiently being fiscally responsible.” The first objective related to that goal is as follows, “the district will annually adopt a budget that proposes to increase fund balance at a minimum of 0.5 percent of the adopted budget, but ideally would adopt a budget that increases fund balance at least 1.0 percent of the adopted budget.”

The Food Service Fund balance increased 332 percent between Fiscal Years 2002 and 2004, and totaled \$1.2 million as of August 31, 2004. However, there is no policy establishing minimum goals for this fund. Without a policy to direct the amount and use of fund balance, the Food Service Fund would have to be supported by the General Fund, as it has been in the past, if the fund balance were to be depleted.

**EXHIBIT 6-10  
ASSOCIATION OF SCHOOL BUSINESS OFFICIALS  
MERITORIOUS BUDGET AWARDS PROGRAM CRITERIA**

<p><b>Introductory Section</b></p> <ul style="list-style-type: none"> <li>• Contains an executive summary that tells the budget story in narrative, numeric, and graphic form.</li> <li>• Includes a listing of board members and first-level administrative personnel.</li> </ul>
<p><b>Organizational Section</b></p> <ul style="list-style-type: none"> <li>• Provides detailed demographic information about the district including, level of education provided, geographic area served, and number of schools and students.</li> <li>• An organizational chart, mission statement, and goals and objectives.</li> <li>• A discussion of forces that drive the budget process, such as policies and regulations.</li> </ul>
<p><b>Financial Section</b></p> <ul style="list-style-type: none"> <li>• Describes extent to which capital spending affects current and future operating budgets.</li> <li>• Includes data on current debt obligations and describes the relationship between current debt levels and legal debt limits.</li> </ul>
<p><b>Information Section</b></p> <ul style="list-style-type: none"> <li>• Explain underlying assumptions for each major revenue estimate.</li> <li>• Discuss significant trends in major revenue categories.</li> <li>• Present assessed and market property values.</li> <li>• Present property tax and collection rates.</li> <li>• Provide performance measures for three years.</li> <li>• Present student enrollment and personnel information.</li> </ul>

SOURCE: Association of School Business Officials Meritorious Budget Awards Program criteria location checklist.

The Health Benefits Fund, established during Fiscal Year 2002, has a fund balance of \$2.9 million as of August 31, 2004. This amount is 70 percent of Fiscal Year 2004 operating costs. The Health Insurance Fund has had positive operating results in the three years that it has been in existence. During Fiscal Year 2002, the first year of operations, revenues exceeded expenditures by approximately \$784,000. During Fiscal Years 2003 and 2004, revenues exceeded expenditures by \$2.0 million and \$120,769, respectively. Although the Health Care Fund has operated successfully in the past, there is no guarantee that positive operating results will continue in the future. Depleting the fund balance could bring unwelcome criticism from district stakeholders. At the end of Fiscal Year 2004, the district accrued \$849,963 in a payables account for future actuarial expenses.

For example, Galveston taxpayers criticized Galveston Independent School District (GISD) for transferring \$1.1 million in funds from the health insurance program to the General Fund for budgetary purposes. This criticism created a negative public image for GISD. Stakeholders complained that funds were moved to assist in meeting General Fund needs, while employees were being told to pay more for health coverage. Depleting self-insurance funds in this manner can be dangerous because of the volatile nature of claims experience and their related costs. A policy on the amount and use of fund balance would help the district avoid using excess funds for inappropriate purposes.

Laredo Independent School District (LISD) established a General Fund balance goal that exceeds the guidelines established by TEA. In September 1999, LISD issued a policy that sets a goal of attaining an unreserved, undesignated fund balance of at least two month's operating costs within five years. To achieve the goal, the policy instructs the superintendent and the business manager to implement the following steps:

- Develop and submit for board approval a balanced budget with input from site-based decision making committees and instructional programs.
- Develop staffing patterns and funding formulas based on a per-pupil basis.
- Restrict any surplus towards unreserved, undesignated fund balance.

The district carries excess loss insurance for medical claims. Under the policy there is an individual deductible of \$125,000 up to a plan aggregate deductible of \$1,000,000. After this aggregate is

reached, the insurance company will pay up to a maximum of \$2,638,896. Therefore, it is critical that the district maintain a Health Care Fund balance that takes these limits into consideration. It is also important for the district to maintain at least the current level of contributions to the fund and avoid transferring health care funds to support other district operations until an adequate fund balance has been established.

CISD should establish board policies governing the level and use of excess unreserved, undesignated fund balances in the General, Food Service, and Health Insurance Funds. Such policies would have the strength of enforceability and would determine the use of the funds in a manner prescribed by board policy. The uncertain environment in which all school districts operate demands strong financial management, fiscal accountability, and strong internal controls. A well-defined fund balance policy will ensure that the district has guidelines in place to meet the challenges of rapid growth, funding changes, and equitable resource allocation.

#### **EXTERNAL AUDITOR ROTATION (REC. 53)**

CISD has not issued a request for proposal (RFP) for external financial auditing services in at least 10 years. Long-standing relationships with the same auditors without a periodic solicitation process can create the public perception that the auditors lack independence. As a result, confidence in the district's audited financial information could be undermined. This is particularly true in the wake of widely publicized national corporate stories of corporate financial misbehavior, which might raise questions in the public's mind regarding corporations and the independence of their external auditors.

Texas school districts are required by state and federal law to undergo an annual external audit of their financial statements. However, neither state law nor auditing standards require a periodic change of auditors. Auditor independence is an important concept. Auditing standards require auditors to maintain independence so that opinions, conclusions, judgments, and recommendations will be impartial and will be viewed as impartial by knowledgeable third parties.

There is a longstanding debate in the auditing profession about whether auditors should be rotated periodically to ensure independence. This debate has not been resolved. However, in the public sector, many believe that a RFP should be issued periodically to provide a context for fair and impartial competition among qualified auditing firms.

The Government Finance Officers Association's publication, "Audit Management Handbook," provides step-by-step instructions on preparing a RFP for auditing services and evaluating the results. The handbook establishes the following three basic reasons why a well-executed solicitation is important:

- To ensure that a sufficient number of qualified audit firms are identified.
- To encourage qualified audit firms to respond to a RFP.
- To create the possibility of achieving cost savings through lower audit fees.

CISD should prepare and issue a RFP for auditing services and establish a board policy to issue an auditing RFP at least every five years. In developing the RFP, the district should refer to the Government Finance Officers Association's publication, "Audit Management Handbook."

A board policy requiring issuance of a RFP every five years will help create an atmosphere of open, fair competition, which encourages audit firms to participate in the process. A policy would also strengthen auditor independence while encouraging them to be competitive in their pricing. A five-year relationship allows the auditor sufficient time to become familiar with the district's operations. Moreover, independence is strengthened when the auditor has a guarantee of a five-year relationship. Yet, the auditor knows that at the end of the five-year period, there will be a reevaluation process to examine audit quality and price.

Fiscal 2003 and 2004 audited fees were approximately \$60,000 per year. Assuming the district established a goal to achieve a 10 percent reduction in audit fees through a RFP process, the fiscal impact would be \$6,000 per year over the next five years. This calculation assumes that the district would lock in the audit fees over a five-year period.

#### **AUTOMATED TIMEKEEPING SYSTEM (REC. 54)**

The district has not evaluated their current automated timekeeping system for its compatibility and integration with the district's payroll system. The district has only one department using the system purchased in 2002. An electronic timekeeping system provides an efficient way to process employee's time records by streamlining the processing of paper timesheets and edit reports.

The district continues to manually process employees' time for two groups of employees and overtime/extra pay for all non-professional employees, although it purchased a timekeeping system in 2002. Payroll clerks manually enter

employees' time for Food Service and Transportation employees and substitute teachers into the payroll system. Maintenance personnel are the only employees using the timekeeping system, which has proven to be more efficient. The district annualized all employees' salaries for 2004–05, meaning all employees' salaries were converted to be paid on a 12-month basis to facilitate a monthly payroll processing. This process requires only those employees working overtime or incurring any additional pay to submit timesheets. In addition, payroll clerks process absences from these sheets for all employees. The time for these employees is not entered because the district converted all employees' salaries to an annualized basis effective 2004–05.

After the data is entered and processed, including manually entering employee leave and absences, the payroll clerks generate a pro forma report to verify each employee's personnel action form and prior month's pro-forma report. These manual and paper-intensive procedures are time-consuming, inefficient, and prone to errors that require payroll corrections. Moreover, paper-intensive processes are more expensive in terms of supply cost and storage requirements based upon the volume of paper generated. Each payroll clerk prints at least two pro-forma reports each month, approximately 800 pages, which are shredded once the data is verified and corrected.

The review team was unable to obtain any documentation to support the decision to discontinue use of the system. Through discussions with some of the Business Services staff and the director of Technology and Information Services (TIS), the review team was told the following:

- The former executive director of Business Services purchased the existing timekeeping system based on a recommendation from a 2002-03 Texas Association of School Board Officers review.
- TIS placed cabling at four initial sites (maintenance, food service, transportation, and administration building).
- Implementation and training on the usability of the system was the responsibility of the Business Services Department, with product and technical support provided by the vendor and district technical liaison through TIS.
- A new executive director of Business Services and superintendent were hired in 2003–04 and staff involved in the initial implementation development was no longer with the district.

- The new executive director of Business Services was instructed by the superintendent to discontinue use of the system because district users were not satisfied with it. The Transportation Department requested to discontinue use because they experienced technical and logistical problems with the equipment and employees forgetting to clock out and lacked internal support to assist with these issues.
- While the district purchased AS/400 software maintenance support for system, they did not purchase maintenance support for the actual time clocks. The district determined that it could save money by self-maintaining the actual clock units.

The district has spent more than \$94,000 as of April 2003 on software and hardware for the timekeeping system, which includes electronic time clocks and other equipment—of which seven were installed; two are in use; and 23 were not installed. **Exhibit 6-11** details the status of each of the time clocks purchased by the district.

The Maintenance Department is using the timekeeping system to provide automated tracking of employees' hours and absences; however the data

does not interface with the payroll system, which would eliminate any manual processing by clerks. The payroll clerks say that payroll processing is more efficient with the automated timekeeping system. It reduces the labor intensity of manually entering a high volume of hours and absences. Payroll clerks process more than 1,000 absences per month.

The executive director of Business Services said that the system was not user friendly for CISD or for other school districts with whom she had spoken. However, South San Antonio ISD is planning full implementation of the system in 2005. Several other districts including Schertz-Cibolo ISD, Northside ISD, and San Antonio ISD, have implemented the same system Clint purchased and have experienced productivity since implementation, while resolving technical, logistical, and internal issues. The executive director of Business Services said that she is aware of the need for an integrated time and attendance system to improve efficiency of payroll operations and is evaluating other factors that impact the system of choice for the district.

CISD should evaluate the existing payroll processing system and other vendor solutions for their compatibility and integration with the district's financial system to provide further efficiency.

**EXHIBIT 6-11  
CISD KRONOS TIMECLOCK INVENTORY REPORT  
AS OF DECEMBER, 2004**

TYPE OF EQUIPMENT	MODEL	DESIGNATED CAMPUS / LOCATION	CISD ASSET NUMBER	COMMENTS
Kronos Terminal	System 4500	Clint High	11686-11687	1 Not installed; 1 installed 8/2003 in cafeteria kitchen
Kronos Terminal	System 4500	Clint Jr. High	11688-11689	1 Not installed; 1 installed 8/2003 in cafeteria kitchen
Kronos Terminal	System 4500	Caroll Welch Intermediate	11690-11691	Not installed – in storage
Kronos Terminal	System 4500	Desert Hills Elementary	11692-11693	Not installed – in storage
Kronos Terminal	System 4500	East Montana Middle	11694-11695	Not installed – in storage
Kronos Terminal	System 4500	Frank Macias Elementary	11696-11697	Not installed – in storage
Kronos Terminal	System 4500	Horizon High	11698-11699	Not installed – in storage
Kronos Terminal	System 4500	Mountain View Elementary	11700-11701	Not installed – in storage
Kronos Terminal	System 4500	Mountain View High	11702-11703	Not installed – in storage
Kronos Terminal	System 4500	Red Sands Elementary	11704-11705	Not installed – in storage
Kronos Terminal	System 4500	William Surratt Elementary	11706-11707	1 Not installed; 1 installed 8/2003 in cafeteria kitchen
Kronos Terminal	System 4500	Annex	11709	Not installed – in storage
Kronos Terminal	Series 400 Model 480F	Transportation	13580	Installed
Kronos Terminal	Series 400 Model 480F	Horizon Service Center	13581-13582	Transferred 12/2004 from Desert High Elementary & Mountain View High
Kronos Terminal	Series 400 Model 480F	Annex	13583	Installed
Kronos Terminal	Series 400 Model 480F	Horizon Service Center	13584	Installed
Kronos Terminal	Series 400 Model 480F	Spare	13585-13586	Technology and Information Services Storage for backup use

SOURCE: Clint ISD Kronos Timeclock Inventory Report, Technology and Information Services Department, December 2004.

Automated timekeeping systems streamline payroll processing and allow payroll staff to focus on other duties, as well as automatically track attendance. Following the evaluation, the district would identify vendor's costs for the suggested project design and implementation, based on growth and changes of the district's operational needs. The superintendent would present a recommendation formally for board consideration to implement in 2005–06. Moreover, CISD should visit with other districts to discuss their successes with the challenges encountered with the implementation of their automated timekeeping system.

#### **INTERNAL CONTROL OF PAYROLL CHANGES (REC. 55)**

CISD's payroll process lacks internal controls to establish proper check and balance procedures in place for payroll changes. The district's payroll clerks have access to the master employee payroll data tables and are able to make pay rate and other changes to employee records, including their own. The district's current process leaves CISD vulnerable to unauthorized changes that could go undetected.

Payroll clerks receive and process adjustments to employee payroll including salary, budget code, extra duty and supplemental pay, vacation, and deductions. After all payroll transactions have been entered, payroll clerks run edit reports and compare each change to supporting documents. The assistant director of Business Services, who is responsible for supervising payroll clerks and reviewing payroll, reviews the payroll for reasonableness and initials the edit report. This process is likely to catch large and sudden changes, but even small adjustments over a period of time can result in substantial losses if not detected and corrected.

The review team observed payroll clerks as they demonstrated how to make changes to their salary in the payroll system. They proceeded to a screen that prompted them to save the change, but since it was a demonstration, they did not do so. It is critical that those responsible for generating paychecks not be able to make changes to pay records. These functions must remain separate to ensure strong internal controls over the payroll process. Typically, the Personnel Services Department is authorized to approve and make changes to employee master data tables, which then interfaces with the payroll system. Payroll staff verify changes in the system and compare them to properly authorized documents received from Personnel Services. Payroll clerks should not be able to make changes to payroll master files.

The executive director of Business Services should establish procedures to limit control of and access to

master data tables to authorized Personnel Services staff. This process will establish proper check and balance procedures for payroll changes.

#### **PAYROLL DIRECT DEPOSIT (REC. 56)**

CISD does not actively promote the use of direct deposit to employees' payroll checks outside of new employee orientation or use other electronic payroll payment methods. The district has not strategically developed a campaign to encourage all employees to take advantage of this benefit.

Direct deposit of an employee's paycheck is a benefit to the employee and the employer. Employee's benefit by having their paychecks direct deposited in saving time, eliminating trips to the bank just to deposit or cash paychecks, being paid even if employee is absent from work, eliminating potential paycheck fraud, and avoiding the high cost of check cashing fees. Many organizations use payroll direct deposit as a means of cutting costs, expediting the payroll process, and providing a convenience to employees.

Employees do not participate in direct deposit for a variety of reasons. Employees may not understand the benefits of direct deposit or trust the process. Many districts use surveys as an effective tool in helping the district understand why employees do not favor direct deposit. Using survey results, the districts then focus marketing efforts toward specific employee attitudes and populations. For example, if survey results show that most employees do not use direct deposit because they do not trust the process, then the security of electronic transactions should be emphasized in promotional materials

CISD has a 76 percent participation rate for direct deposit as of November 2004, which is higher than two of its peer districts—Rio Grande ISD is 50 percent and San Benito CISD is 55 percent. Although CISD's participation is higher than the two peers, the district has room for increased participation of 24 percentage points.

Some employers offer a payroll debit card system as a direct deposit option. Instead of a bank account, employees use payroll debit cards at an automatic teller machine to obtain their cash directly, or they use it like a debit card. A variation of the debit card allows the employer to establish a central funds pool: the employee is set up with an individual account number upon enrollment; the employer funds the account each pay period; and the employee uses the payroll debit card to retrieve payroll funds from the central funds pool. The employer benefits include reduced paper handling and printing costs, lower stop payment fees for lost or stolen checks, fewer manual checks, and enhanced efficiency within the

Payroll Department. Best practices throughout industry have shown that electronic processing is more cost effective than manual paper processing.

To increase direct deposit participation, Clint ISD should organize a campaign to promote the benefits of direct deposit to existing employees and develop other electronic payroll payment methods. Promotion efforts might include paycheck stuffers, newsletters, campus flyers, and a direct deposit week. During this week, employees who have direct deposit and understand its benefits would be asked to wear badges that read “Ask Me About Direct Deposit” or “Ask Me Why I Use Direct Deposit.” Flyers promoting the benefits of the program should be posted at strategic locations on campuses and other district facilities. Areas could be set up where refreshments are served and where employees could sign up for direct deposit or obtain more information about the program. CISD should also post information on its website, including the advantages of direct deposit, and how to request direct deposit, change direct deposit, and stop direct deposit. Moreover, employees should be able to sign up for direct deposit on the district’s Intranet.

The district should also explore offering an option to use payroll debit cards for new employees and those employees without a checking account. The Payroll Department should work with the Personnel Services Department to develop and implement strategies to promote direct deposit among new hires. In addition, the district should research the feasibility of incorporating payroll debit cards as a payroll payment option.

#### **PROJECT ACCOUNTING (REC. 57)**

CISD did not establish project fund codes in its financial accounting system to track bond fund construction costs on a project-by-project basis. During the bond referendum in 2001, CISD told voters that \$42 million of the \$67 million bond authorization would be spent on various construction and renovation projects. However, the way CISD set up project codes in the financial accounting system makes it difficult to track and report these costs by project. As a result, the system cannot generate user-friendly financial reports that compare budgeted project expenses to actual project

expenditures. Therefore, instead of relying on the financial accounting system to provide actual project expenditures, the coordinator of Facilities obtains expenditure information from construction invoices. The coordinator has access to this information because Facilities must approve construction invoices before they are paid. The invoice amounts are posted to a spreadsheet maintained in the Facilities Department that is used to track project costs. The coordinator of Facilities said that the department reconciles the spreadsheet to system expenditure reports to ensure that all project costs have been identified. The background section for this chapter of the report contains a summary of project costs to date.

**Exhibit 6-12** presents an example of how project-related expenses are currently captured in the financial accounting system. Projects are represented by line items on the report. To accumulate costs for a specific project, line items for a project must be located and accumulated on a separate spreadsheet until all of the project’s costs have been identified. This method of accumulating and reconciling project costs is tedious, time-consuming, and inefficient.

Effective construction accounting relies on the financial accounting system to provide project expenditures in a format that is easy to prepare and comprehend. **Exhibit 6-13** provides an example of a 2003 report CISD prepared manually that could have been easily generated from the financial accounting system if project fund codes, which are used to accumulate costs, had been set up in the system initially.

CISD should establish project fund codes in its financial accounting system to track project construction costs. Each project should be set up by fund, then line item, and finally by project code in order for the district to generate reports that are user-friendly and easy to read. Better reporting will increase the level of accountability over construction funds and make the process of generating project expenditure reports less tedious, time-consuming, and inefficient.

For background information on Financial Management, see p. 210 in the General Information section of the appendices.

**EXHIBIT 6-12  
HOW CONSTRUCTION PROJECT EXPENDITURES  
ARE CURRENTLY REPORTED IN THE SYSTEM**

ACCOUNT NUMBER / TITLE	CURRENT BUDGET	ENCUMBRANCE BALANCE	TRANSACTION BALANCE	UNENCUMBERED BALANCE	PERCENT COMMITTED
FUND 620 - PHASE II - 620 IFA					
FUNCTION 81 - FAC ACQUIS & CONSTRUCTION					
OBJECT 6400					
620.81.6499.97.999.4.99. SAVINGS ACCOUNT	1,090,635.25	.00	.00	1,090,635.25	.00 %
620.81.64XX.XX.XXX.X.XX.XXX	1,090,635.25	.00	.00	1,090,635.25	.00 %
OBJECT 6600					
620.81.6619.00.044.4.99. LAND PURCHASE NEW MS	223,000.00	.00	.00	223,000.00	.00 %
620.81.6620.01.001.4.99. ROOF UPGRADES CHS AG BLDG	35,540.00	.00	35,540.00	.00	100.00 %
620.81.6620.02.002.4.99. ROOF UPGRADES MVHS	293,460.00	.00	293,460.00	.00	100.00 %
620.81.6620.03.105.4.99. ROOF UPGRADES FME	195,765.05	.00	195,765.05	.00	100.00 %
620.81.6623.01.002.4.99. HVAC R & R MVHS	69,261.00	.00	69,261.00	.00	100.00 %
620.81.6624.00.999.4.99. A/E FEES	10,796.00	.00	10,796.00	.00	100.00 %
620.81.6624.01.001.4.99. A/E FEES ROOF UPGRADES	5,431.80	.00	5,431.80	.00	100.00 %
620.81.6624.02.001.4.99. A/E FEES FIELD HOUSE	28,035.00	.00	28,035.00	.00	100.00 %
620.81.6624.03.002.4.99. A/E FEES SCIENCE CLS	18,166.50	.00	18,166.50	.00	100.00 %
620.81.6624.04.004.4.99. A/E FEES GYM	20,900.00	.00	20,900.00	.00	100.00 %
620.81.6624.05.041.4.99. A/E FEES GYM/BAND/CHOIR	22,979.00	.00	22,979.00	.00	100.00 %
620.81.6624.06.042.4.99. A/E FEES ROOF UPGRADES	5,000.00	.00	5,000.00	.00	100.00 %
620.81.6624.07.042.4.99. A/E FEES SCIENCE CLS	10,000.00	.00	10,000.00	.00	100.00 %
620.81.6624.08.043.4.99. A/E FEES ROOF UPGRADES	3,616.80	.00	3,616.80	.00	100.00 %
620.81.6624.09.101.4.99. A/E FEES LIBRARY W/PARK	9,123.00	.00	9,123.00	.00	100.00 %
620.81.6624.10.102.4.99. A/E FEES ROOF UPGRADES	6,653.00	.00	6,653.00	.00	100.00 %
620.81.6624.11.103.4.99. A/E FEES ROOF UPGRADES	3,168.00	.00	3,168.00	.00	100.00 %
620.81.6624.12.104.4.99. A/E FEES ROOF UPGRADES	3,075.40	.00	3,075.40	.00	100.00 %
620.81.6624.42.004.4.99. A/E FEES LIB & CAFE ADDS	70,680.00	.00	67,146.00	3,534.00	95.00 %

SOURCE: CISD Business Services Department, August 31, 2004.

**EXHIBIT 6-13  
BEST PRACTICE CONSTRUCTION PROJECT REPORT**

Project	Original Budget	Budget Amendments	Current Budget	Expended Amount			Percent Complete	Estimated Balance
				Prior Year	Current Year	Total		
<b>Educational Support Facility</b>								
Construction	\$ 2,500,000	\$ -	\$ 2,500,000	\$ -	\$ 131,921	\$ 131,921	0.00%	\$ 2,368,079
Architecture and/or Engineering	162,500	10,000	172,500	66,625	79,625	146,250	85.00%	26,250
Construction Management	250,000	-	250,000	38,904	101,280	140,184	56.00%	109,816
Testing and Other Fees	77,200	(10,000)	67,200	30,142	16,903	47,045		20,155
Contingency	100,000	-	100,000	-	-	-		100,000
Total Building Costs	\$ 3,089,700	\$ -	\$ 3,089,700	\$ 135,671	\$ 329,728	\$ 465,399		\$ 2,624,301
Furniture	150,000	(150,000)	-	-	-	-	0.00%	-
Total Project Costs	\$ 3,239,700	\$ (150,000)	\$ 3,089,700	\$ 135,671	\$ 329,728	\$ 465,399		\$ 2,624,301
<b>Horizon Middle School</b>								
Football Field	\$ 203,920	\$ -	\$ 203,920	\$ -	\$ -	\$ -		\$ 203,920
Landscaping	-	-	-	22,050	-	22,050	100.00%	(22,050)
Rockwall	128,000	95,000	223,000	90,821	73,200	164,021	100.00%	58,979
Track and Curb	90,000	-	90,000	-	9,280	9,280		80,720
Wiring, Cabling and Networking	86,659	-	86,659	-	-	-		86,659
Architecture and/or Engineering	25,000	-	25,000	7,290	-	7,290	100.00%	17,710
Project Management	18,238	-	18,238	-	-	-		18,238
Total Building Costs	\$ 551,817	\$ 95,000	\$ 646,817	\$ 120,161	\$ 82,480	\$ 202,641		\$ 444,176
Furniture and Equipment	\$ 300,000	\$ 217,000	\$ 517,000	\$ 304,448.49	\$ 15,172	\$ 319,621		\$ 197,379
Gymnasium Bleachers	25,000	16,500	41,500	-	41,500	41,500	100.00%	-
Telephone System	90,000	-	90,000	1,290	-	1,290		88,710
Total Furniture and Equipment	\$ 415,000	\$ 233,500	\$ 648,500	\$ 305,738	\$ 56,672	\$ 362,411		\$ 286,089
Total Project Costs	\$ 966,817	\$ 328,500	\$ 1,295,317	\$ 425,899	\$ 139,152	\$ 565,052		\$ 730,265

SOURCE: CISD Business Services Department, January 2003.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>		<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 6: FINANCIAL MANAGEMENT</b>								
48.	Develop and use standard resource allocations in the budget process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
49.	Prepare and distribute a detailed budget calendar each budget cycle and include it in the budget package provided to those responsible for preparing the budget.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
50.	Provide detailed, well-documented budget instructions and conduct budget training sessions in preparation for budget development.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
51.	Use Government Finance Officers Association (GFOA) and Association of School Business Officials (ASBO) criteria to improve the budget document.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52.	Establish board policies governing the level and use of excess unreserved, undesignated fund balances in the General, Food service, and Health Insurance Funds.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
53.	Prepare and issue an RFP for auditing services and establish a board policy to issue an auditing RFP at least every five years.	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$30,000	\$0
54.	Evaluate the existing payroll processing system and other vendor solutions for their compatibility and integration with the district's financial system to provide further efficiency.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
55.	Establish procedures to limit control of and access to master data tables to authorized Personnel Services staff.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
56.	Organize a campaign to promote the benefits of direct deposit to existing employees and develop other payroll payment methods.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
57.	Establish project fund codes in the financial accounting system to track project construction costs.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 6</b>		<b>\$6,000</b>	<b>\$6,000</b>	<b>\$6,000</b>	<b>\$6,000</b>	<b>\$6,000</b>	<b>\$30,000</b>	<b>\$0</b>



# Chapter 7

## Purchasing

Clint Independent School District



## CHAPTER 7 PURCHASING

The purchasing function at Clint ISD is part of the Business Services Department. The purchasing manager reports to the executive director of Business Services and is responsible for purchasing activities, including vendor updates, inventory audits, renewing contracts, and processing bid requests as well as records management and fixed assets inventory. All requests and purchase orders from schools and departments are submitted, processed, and approved online. CISD participates in several cooperative purchasing programs, including Regional Education Service Center XIX (Region 19), Texas Buy Boards, Texas Cooperative Purchasing Network, U.S. Community, and several other interlocal agreements. Through these cooperatives, CISD buys many of its goods and services to support instructional, administrative, food service, athletic, technology, and other operations of the district, resulting in the purchasing manager soliciting few bids for minor construction, athletics, paper, and E-rate. The district requires written quotes for any purchases between \$5,000 and \$25,000 not provided by an existing contract. In 2003–04, the district purchased \$10.5 million in goods and services.

The coordinator of School Services manages the district's warehouse and custodial operations, reporting to the deputy superintendent. CISD has operated a 25,000 square foot warehouse since 2003, of which 10,800 square feet houses limited general and custodial supply items, textbooks, food service material, computer equipment, testing material, and some maintenance supplies. The remaining square footage of the warehouse is used as follows: 3,727 – electrical, alarm system, mechanical/plumbing; 7,625 – garage/maintenance/mechanic supplies and materials; 2,115 – office space for food service and warehouse staff; and the grounds makes up the balance of the square footage. The warehouse staff includes a warehouse supervisor (manages warehouse inventory and custodians), a warehouse clerk (handles receiving of goods and managing inventory stock), and a warehouse (delivers limited supplies and materials, textbooks, and surplus fixed assets). The district requires most goods to be delivered directly to the school or department. The warehouse receives most technology equipment and major fixed asset purchases to provide inventory tag control.

### FINDINGS

- CISD does not have a coding system to track and monitor aggregate purchases by commodities exceeding \$25,000 that are not purchased through a state contract or cooperative agreement. Such a process is critical to ensure compliance with purchasing laws and regulations.

- CISD does not have a formal contract management process with written policies and procedures for centralized monitoring of contracts and vendor performance to ensure consistency and timeliness of contract monitoring and performance status.
- CISD's purchasing process lacks efficiency due to the misalignment of the purchasing manager and the position's functional duties.
- While CISD purchased a software program to assist in textbook management, it does not maintain complete textbook inventory records or accurately account for district textbooks, which may leave the district open to spending unnecessary resources for additional and replacement textbooks.

### RECOMMENDATIONS

- **Recommendation 58 (p. 118): Establish a coding system to track and monitor aggregate purchases by commodity for compliance.** The district should establish a system to provide evidence of compliance with purchasing regulations for purchases exceeding \$25,000 not purchased from state or cooperative contracts.
- **Recommendation 59 (p. 118): Establish and implement a formal contract management process.** It should include written policies and procedures to centrally manage and monitor all contracts in the purchasing function, including vendor performance and a master contract list. A formal contract management function allows the district to better monitor, evaluate, and support vendor performance and contract renewals while creating a centralized repository of all contracts and a master contract list.
- **Recommendation 60 (p. 120): Align the purchasing manager position with its job requirements.** The purchasing manager should be assigned the complete review and approval of purchase orders. This places the purchasing manager in line with the position's job requirements to better manage the purchasing process effectively and efficiently and leverages the manager's skills and experience.
- **Recommendation 61 (p. 121): Strengthen textbook operations and internal controls, including implementing the textbook inventory program districtwide.** CISD should provide accurate accounting of all textbooks, including lost/damaged books; create an integrated automated reporting and tracking system districtwide; eliminate manual record

keeping; and efficiently manage textbooks on the campus level.

### **DETAILED FINDINGS**

#### **AGGREGATE PURCHASES (REC. 58)**

CISD does not have a coding system to track and monitor aggregate purchases by commodities exceeding \$25,000 that are not purchased through a state contract or cooperative agreement. Such a process is critical to ensure compliance with purchasing laws and regulations. Texas Education Code (TEC) §44.031 (a) and (b) states that all 12-month period school purchases valued at \$25,000 or more in the aggregate must be competitively bid. Sometimes these transactions are identified through reports that show purchases by commodity code or product category. However, CISD's Business Services Department cannot generate a commodity or product category expenditure report. Instead, CISD uses a vendor transaction report showing amounts paid in excess of \$25,000 to each vendor to determine whether the vendor is listed on the district's purchasing cooperative contracts. However, this report provides limited information because some vendors offer various commodities. Furthermore, the current system would not identify purchases totaling \$25,000 but made up of smaller contracts from different vendors. Although the district performs an analysis by vendor, it does not provide an analysis by commodity code, which is a determining factor when aggregating purchases.

The purchasing manager said that the vendor transaction report supports the district's compliance with the law because very few purchases are made outside of CISD's contracts with the cooperatives such as Texas Buy Boards, Texas Cooperative Procurement Network, U.S. Community, and Region 19. CISD does not generate total dollar volume of purchases by type of contracts (such as state, regions, consumables). **Exhibit 7-1** shows CISD vendors by category as of December 2004, showing three categories of purchases that are not purchased from state or cooperative contracts.

The district purchases consumables and repairs, parts, and services through quotes or bids but does not accumulate any data to determine whether aggregate purchasing is met by commodity. A manual accumulation and analysis would be required. Moreover, the purchasing manager said that very few purchases are made from bids or quotes, yet no one maintains a list of contracts executed using bids and cooperatives to facilitate management of these contracts for renewal. The review team compiled a list of open district contracts from copies obtained from the district, as shown in **Exhibit 7-2**.

#### **EXHIBIT 7-1 CISD VENDORS BY CATEGORY**

<b>CATEGORY TYPE</b>	<b>NUMBER OF VENDORS</b>
Consumable Supplies	65
Repairs, Parts, and Services	62
Buy Board – State Contracts*	74
Department of Information Resources – State Contract*	4
Region 17 Coop Food Service*	8
Region 19 Coop Contracts*	117
Sole Source	121
Texas Building & Procurement Commission*	7
Region 4 Education Coop Contracts*	16
U.S. Community*	6

\*Purchases obtained from authorized state contracts or co-ops.  
SOURCE: CISD Vendor Listing – Vendors by Category, January 2005.

CISD should establish a coding system to track and monitor aggregate purchases to ensure compliance with state competitive procurement requirements. The system should provide evidence of compliance with purchasing regulations for purchases exceeding \$25,000 not purchased from state or cooperative contracts. As CISD grows, the volume of purchasing activity will increase. CISD can benefit from using commodity codes or another system to track and monitor classes of items purchased to ensure the district does not exceed the bidding threshold.

#### **CONTRACT MANAGEMENT (REC. 59)**

CISD does not have a formal contract management process with written policies and procedures for centralized monitoring of contracts and vendor performance to ensure consistency and timeliness of contract monitoring and performance status. Each school or department is responsible for monitoring its own contracts, and a third party vendor manages all major construction contracts. The purchasing manager said that several years ago, the contract management function was the responsibility of the Business Services Department, but several former superintendents changed the responsibilities from a purchasing function to a department function or vice versa. In 2004-05, the purchasing manager spends only about 35 to 40 percent of his time overseeing purchasing activities; since he divides his time between managing the district's fixed assets, inventory audits, and energy management.

The district lacks a formal performance evaluation process to assess a vendor's contract performance. The purchasing manager obtains total contract costs incurred and contacts the user about vendor performance.

The purchasing manager sometimes solicits verbal or e-mail evaluations from department heads upon extension, renewal, or rebidding of a contract from a vendor who is doing business with the district. In

**EXHIBIT 7-2**  
**CISD OPEN CONTRACTS**  
**DECEMBER 2004**

ITEM DESCRIPTION	ANNUAL CONTRACT VALUE	TERMS	RENEWAL OPTIONS
Copier paper & computer green-bar paper (five vendors)	Various prices per quarter	4/14/04–8/31/05	Option to renew annually for an additional two years
Construction Manager	\$13,900,000 \$2,100,000 \$656,092 \$90,440	Various	Not applicable
Building repairs and renovations (seven vendors)	Various labor rates for services on an as-needed basis (excluding renovations or construction over \$20,000)	9/1/04–8/31/05	Option to renew in 12 months; increments not to exceed 36 months
Athletic equipment, supplies, and uniforms	\$50,000	1/15/03–8/31/03	Option to extend in 12 months; increments not to exceed 36 months aggregate
Legal services (property value study conclusions)	10 percent of additional state aid	9/1/04–8/13/05	Not applicable
Region 4 Education Service Center	N/A (no fee required)	3/19/03	Automatic
Region 19 Education Service Center	\$400 (fee only)	9/1/02–8/31/03	Yearly
Medicaid Medical Assistance Eligibility	8 percent of gross total reimbursement received from Medicaid by Clint	9/1/02–8/31/05	Negotiate renewal
Bureau of Children's Health	\$62,500	9/1/04 – 8/31/05	Not applicable

SOURCE: Accumulated from copies of contracts in CISD Purchasing Department, 2003–04.

addition, the district has no policy requiring legal review of contracts prior to execution. In an interview with the purchasing manager, he stated that the district's cabinet (comprised of the superintendent and his direct reporting staff) reviews and approves all contracts. Outside legal counsel reviews the major construction contracts only. The district potentially risks entering into unfavorable contracting arrangements without a consistent formal contract review policy in place for all contracts. Within established industry best practices, a properly completed vendor evaluation form provides evidence that contract terms are monitored, appropriate records are maintained, vendor performance is evaluated, contracts are managed for closeout, and contract results are evaluated. A district's legal counsel review of contracts ensures that terms serve the best interest of the district. However, if only major construction contracts are reviewed, the district again places itself at risk of loss.

In addition, the district does not maintain a comprehensive working list of contracts, which makes it difficult to determine the number, nature, and status of contracts within the district. CISD's contract process begins with the department preparing the specifications for the needed goods/services. The purchasing manager then reviews the requirements, checks for available funds, and prepares and issues a Request for Proposal (RFP). Upon receiving bids, the requesting department receives and evaluates all bids and submits recommendations for contract awards to the

school board for approval. The purchasing manager also receives a copy of the bids, evaluations, and recommendations for the purchasing files. For bids drafted by Purchasing, the purchasing manager receives and evaluates bids and submits recommendations for projects processed by Purchasing, which are few in number. For professional service contracts, the department in need of the services initiates the process with a district-approved contract form. The vendor signs the contract indicating agreement of contract terms and forwards the contract to the Purchasing Department for signature approvals. Business Services then encumbers funds before forwarding the contract to the superintendent for final approval and signature.

**Exhibit 7-2** shows CISD's contracts as of December 2004 from documents provided by the district.

The district has contracts for at-risk construction management, athletic supply catalogs, copy paper, professional services, and E-Rate (external technology plan funding) that were awarded through the bid process.

The district maintains purchasing contracts identified in **Exhibit 7-2** in binders but does not maintain a master contract list to manage district contracts. When the review team requested a master list, the district was unable to provide a list of all open and closed contracts. Although the purchasing manager confirmed these contracts represent district commitments, excluding personal services contracts

with individuals, the review team found that the security contract for the administration building was missing upon further review. The district also has a contract with its third party administrator for various employee benefit related activities. The contract does not contain performance measures designed to hold the vendor to a high standard of performance (such as claims turnaround time and claims paid accuracy), as described in the Asset and Risk Management chapter. In a fast-growth district like CISD, continual growth and changes in district operations could potentially place the district at risk of not receiving appropriate services from vendors, paying more for services than agreed upon, or operating with expired contracts. The review team found at least 15 professional service contracts missing the date of the superintendent's approval of the contract. Additionally, the superintendent's signature was not consistent; some contracts only used the superintendent's initials instead of a signature. At least three contracts were missing the consultant or agency's signature, possibly invalidating the contract, and one contract was missing the total dollar value of the contract, leaving the district open to a rebuttal on what amount was agreed upon at the time the contract was signed. Without established accountability for oversight and monitoring of district contracts, the district runs the risk of accepting inferior goods or services and possibly exposed to financial loss.

Contract management ensures that a vendor fulfills all legal obligations and delivers acceptable and expected service. Effective contracts include measures that establish adequate performance such as task completion dates, vendor payments and penalties, and specific standards about exactly what constitutes adequate performance. Contract management requires a clearly identified scope of work, terms of the contract, performance criteria and measurements, and any special provisions. School districts such as Dallas ISD and Cedar Hill ISD and other governmental entities have established contract management policies and procedures to ensure the contracting processes are efficient and effective; avoid legal, ethical, and conflict-of-interest problems; include measurable performance standards; and evaluate existing procedure standards.

CISD should establish and implement a formal contract management process. It should include written policies and procedures to centrally manage and monitor all contracts in the purchasing function, including vendor performance and a master contract list. A formal contract management function allows the district to better monitor, evaluate, and support vendor performance and contract renewals while

creating a centralized repository of all contracts and a master contract list.

### **PURCHASING STAFF RESPONSIBILITIES (REC. 60)**

CISD's purchasing process lacks efficiency due to the misalignment of the purchasing manager and the position's functional duties. The executive director of Business Services is executing a step of the purchasing process that should be performed by the purchasing manager. CISD's executive director of Business Services reviews purchase orders for correct account coding prior to releasing the information to the purchasing manager for final approval. The purchasing manager is responsible for vendor authorization and ensuring the appropriate purchase method is used. Verification of correct budget account codes generally is included in the general approval process of purchase orders. In 2003-04, CISD processed 8,899 purchase orders totaling \$10.5 million and 34,385 purchase orders for 2002-03, totaling \$13.1 million.

CISD generates purchase requisitions electronically through the district's online purchasing system. After requisitions have been approved by the department or campus principal and draft purchase orders have been created by the system, the executive director of Business Services reviews and approves all purchase orders for correct account coding. This step in the purchasing process is not necessary, as it is a typical process performed by the purchasing staff, in this case the manager, and it prevents the purchasing manager from effectively using his skills and experience to help manage the system more efficiently, placing him one level away from the direct approval process. It also ties up the executive director of Business Services from performing other supervisory duties.

According to the Texas Education Agency's Financial Accountability System Resource Guide for school district operations, the basic functions of purchasing operations include acquisition of goods and services requested within state and federal law, policies, and sound business practices and distribution of goods and services to users in a timely fashion. The primary responsibility of the purchasing director/manager is to ensure the effective operation of the purchasing system. This system includes the following functions:

- development, modification, and implementation of policies and procedures;
- confirmation that specifications of competitive bids are met;
- tabulation of competitive bids; and

- approval of purchase orders and service contracts.

The approval process includes verification of the purchase order contents for accuracy and completeness.

The executive director of Business Services should align the purchasing manager position with its job duties and assign the position the complete review and approval of purchase orders. Placing the purchasing manager in line with the position's job requirements will not only assist in better managing the purchasing process effectively and efficiently but will also leverage the manager's skills and experience.

#### **TEXTBOOK OPERATIONS (REC. 61)**

While CISD purchased a software program to assist in textbook management, it does not maintain complete textbook inventory records or accurately account for district textbooks, which may leave the district open to spending unnecessary resources for additional and replacement textbooks. The warehouse is the assigned textbook coordinator for the district and is responsible for textbook inventory management as well as delivery of all warehouse supplies. As textbook coordinator, the warehouse orders, receives, and distributes textbooks; tracks transfers and surplus textbooks; and conducts a physical inventory.

In 2003, the district purchased and installed a software textbook inventory program that took effect in December 2004. At the time of the review team's onsite work, the warehouse still had not updated the textbook system with the August 2004 physical inventory count. The review team examined a detailed textbook report from the inventory system in December 2004, noting that it did not agree with the physical inventory and was missing several textbooks used by the district. The warehouse entered counts that matched expectations but did not include any textbook counts that contained discrepancies from the previous year. The August 2004 balances constitute the opening inventory in the textbook system and did not reflect all textbooks on hand, nor did it include all transactions that have occurred. Since then, in a March 2005 meeting with district officials, CISD's warehouse coordinator indicated that the textbook inventory program and physical counts of textbooks were now updated to reflect the current textbook inventory. However, while textbook counts have been updated, the warehouse still does not fully understand how to maintain the inventory in the system and has not been properly supervised to ensure the program reflects the physical inventory balances and other textbook transactions.

In addition, CISD has not implemented the textbook inventory program at all campuses and does not have a comprehensive textbook procedures manual that includes instructions for issuing textbooks to teachers and students, handling damaged and lost textbooks, monitoring textbooks at campuses, collecting student textbooks and classroom sets, and processing of textbook transactions through the textbook inventory system.

The textbook inventory program purchased by the district includes individual campus modules that feature inventory maintenance, tracking of lost/missing textbooks, activity reports, and requisitioning of textbooks. These modules all integrate with the central warehouse program, which automatically updates the consolidated perpetual inventory records. However, at the time of the review, only Mountain View High School had the module installed but was not using it due to lack of training attributed to staff turnover issues.

Further, the district does not maintain adequate records of textbook losses. The warehouse receives lost textbook reports from campuses in various formats with copies of receipts attached and enters the information in the inventory program. The review team examined lost textbook documents for 2002–03 to determine the status of the textbook inventory but was unable to ascertain if the loss records were complete, since the documents were not organized or summarized for 2002–03 or before.

According to the district's textbook procedures, campus textbook coordinators are responsible for checking textbooks every six weeks during the school year, conducting an annual physical inventory, and verifying textbook transactions and reporting discrepancies, but the district has not enforced its procedures to ensure campuses are accountable for their textbook inventory. While each principal is responsible for all textbooks issued to his/her school, the district's procedures lack requirements that hold principals' budgets financially accountable for all lost/damaged textbooks. The district instead sets aside \$18,500 from the general fund to pay for unaccounted textbooks because the district is required to compensate the state for any textbook shortages.

**Exhibit 7-3** shows that CISD's textbook losses for 2002–03 through 2003–04 are relatively low compared to its peer districts; however, complete records were unavailable for prior years.

The 2002–03 and 2003–04 reports were not generated in the same format, and as a result, the district could not adequately analyze textbook losses for trends or develop targeted strategies to minimize

**EXHIBIT 7-3  
COMPARISON OF TEXTBOOK LOSSES TO PEER DISTRICTS**

<b>DISTRICT NAME</b>	<b>2002-03</b>	<b>2003-04</b>	<b>NUMBER OF SCHOOLS</b>
Clint	Not available	\$7,071	11
Rio Grande	\$18,000	\$15,318	12
San Benito	\$42,115	\$81,988	13
Los Fresnos	No response	No response	

SOURCE: MJLM Peer Survey Results, January 2005, and CISD Lost Textbooks, 2003-04.

their losses. The 2003-04 report also showed 120 textbooks lost but did not identify the losses by school. An effective textbook operation includes an inventory process to maintain and account for all textbooks and procedures to place accountability at the appropriate level.

CISD should strengthen textbook tracking procedures and internal controls over textbook inventory to provide complete and accurate records, including implementing the textbook inventory program districtwide. The district should provide more detailed documentation of all textbook activity—in total, by school and by title, without having to use manual and computer-generated documents to support status of inventory since the district does not generate complete reports to support total textbook status. The inventory tracking system currently in place provides a good start but should be expanded to all campuses using the following steps:

- Require the warehouse (textbook coordinator) to finish entering textbook balances and transactions in the textbook system; reconcile the activity to ensure that inventory balances are accurate and complete; and record all textbook transactions in the system.
- Require the warehouse coordinator to review and approve the inventory reconciliation and quarterly review reports for reasonableness.
- Provide the warehouse with additional training to become proficient in using the textbook inventory system and to obtain a thorough understanding of textbook operations.
- Implement the campus module of the textbook inventory system at each school and coordinate necessary training. This step will enable each school to enter textbook transactions directly

into the inventory system, thereby reducing paperwork and providing a systematic reporting process, including lost textbook reports.

- Provide textbook inventory reports, including lost or damaged textbook reports, to appropriate levels of management for review and approval.
- Hold principals accountable for their textbook inventory, enforcing existing procedures and adding requirement for campuses to pay for all lost/damaged textbooks.

Implementing the campus textbook inventory modules will have a one-time cost of \$30,130 with a \$700 annual maintenance fee based on the cost components shown in **Exhibit 7-4**.

For background information on Purchasing, see p. 216 in the General Information section of the appendices.

**EXHIBIT 7-4  
COST OF IMPLEMENTING TEXTBOOK  
INVENTORY SYSTEM AT ALL  
CAMPUSES**

<b>ITEM</b>	<b>PRICE</b>	<b>QTY.</b>	<b>TOTAL AMOUNT</b>
Software	\$1,200 each	10	\$12,000
Scanners 3 scanners x 2 high schools = 6 1 scanner x 5 elementary = 5 1 scanner x 3 middle/jr. high = 3	\$1,295 each	14	\$18,130
Yearly Maintenance (Starting 2005-06 through 2009-10)	\$700 or \$3,500 for five years maintenance	1	
<b>Total Cost</b>			<b>\$30,130</b>

SOURCE: CISD Coordinator of School Services.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 7: PURCHASING</b>							
58. Establish a coding system to track and monitor aggregate purchases by commodity for compliance.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
59. Establish and implement a formal contract management process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
60. Align the purchasing manager position with its job requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
61. Strengthen textbook operations and internal controls, including implementing the textbook inventory program districtwide.	(\$700)	(\$700)	(\$700)	(\$700)	(\$700)	(\$3,500)	(\$30,130)
<b>Totals-Chapter 7</b>	<b>(\$700)</b>	<b>(\$700)</b>	<b>(\$700)</b>	<b>(\$700)</b>	<b>(\$700)</b>	<b>(\$3,500)</b>	<b>(\$30,130)</b>





# Chapter 8

## Food Service

Clint Independent School District



## **CHAPTER 8**

### **FOOD SERVICE**

Clint Independent School District (CISD) participates in the National School Lunch Program (NSLP) and the School Breakfast Program (SBP). Districts that participate in the NSLP and SBP must serve students meals that meet federal guidelines for nutritional value and offer free or reduced-price meals to eligible students. When districts participate in the NSLP and SBP, they receive cash subsidies and donated commodities from the United States Department of Agriculture (USDA) for each eligible meal served at schools. Ninety-four percent of the district's students are economically disadvantaged and qualify for free or reduced-price school meals. This is up six percent from the previous school year (88 percent qualified in 2003–04). Food Service served 373,393 breakfasts and 1,122,815 lunches during 2003–2004. Meal participation rates are the number of students eating a meal at school compared to the average daily attendance. In 2003–04, CISD breakfast participation rates were 26.9 percent, and lunch participation rates were 81.2 percent. The audited financial statements report that in 2003–04, CISD Food Service revenues were \$3,287,582, and expenses were \$2,809,187. Of the total 2003–04 revenues, federal reimbursements were 88 percent, state reimbursements were 1 percent, and local sales were 11 percent. Food Service has a fund balance of \$1,159,910 as of August 31, 2004.

CISD Food Service is managed by the Food Service coordinator and reports to the assistant superintendent of Operations. There are 74 employees in Food Service. The Food Service coordinator has managed the department since January 2003. Each of the three high schools, two middle schools, one intermediate, and five elementary schools in CISD have cafeterias. They each prepare all food that is served for breakfast and lunch. Food Service also operates a catering service for special functions and meetings of the district. Food for catering operations is purchased separately from the food for NSLP and SBP.

#### **ACCOMPLISHMENTS**

- Food Service implemented a volunteer program that develops qualified labor pools while saving on labor costs. The volunteer program consists of individuals from the local community who commit 180 hours of unpaid time to the Food Service department. In return for their commitment, the district provides the individuals with hands-on training in food service operations.
- Food Service contracts with a local temporary employment agency to provide substitute food

service workers when employees are out sick. This arrangement allows the Food Service Department to have a supply of trained as-needed substitutes without having the associated payroll burden.

- The Food Service coordinator uses 100 percent of the United States Department of Agriculture (USDA) commodities provided by the National School Lunch Program. Using the commodities provided has helped control food costs. Food Service also participates in the West Texas Food Service Cooperative, which enables them to purchase, at reduced cost, food and supplies not available in USDA commodities.
- Food Service does not have a central warehouse for food and therefore has eliminated the associated overhead costs of managing the inventory. All food products are delivered directly to schools. Each school is allowed to have no more than two weeks inventory on hand at any given time. The average month-end inventory is approximately \$6,800 per school. The low inventory value shows that Food Service effectively manages inventory.

#### **FINDINGS**

- CISD Food Service lacks the adequate financial reporting tools that would allow it to monitor performance, make effective decisions, and inform school food service specialists and staff of problems, trends, and best practices. Food Service does not prepare monthly financial reports such as budget-to-actual comparisons, balance sheets, profit and loss summaries, cash flow statements by school, and year-to-year comparisons.
- Food Service operating information is not maintained in one central information system or database. Food Service staff maintains budget, inventory, purchasing, participation results, and equipment records in various spreadsheets. This practice is not efficient and delays the ability to provide useful, up-to-date, and accurate management reports that would quickly identify trends and problems.
- CISD's Food Service personnel lack sufficient training in food preparation, presentation, and marketing. Furthermore, parents and student are not sufficiently educated about the nutritional requirements and portion limitations the district must adhere to, resulting in a poor perception by students and parents in the quality of the district's food service operations.

- Food Service has not implemented alternative options for serving breakfasts in schools or developed aggressive strategies to increase breakfast participation. CISD's average daily participation for breakfast was only 26.9 percent in 2003–04, a decrease from 47.6 percent in 2001–02.
- Food Service does not have a strategic plan to guide operating and management decisions. Food Service has no kitchen construction or renovation plan. The assistant superintendent of Support Services and the Food Service coordinator address needs and issues as they arise.

### RECOMMENDATIONS

- **Recommendation 62 (p. 127): Develop financial reports to enhance financial controls, monitoring of operations, and accountability of Food Service specialists.** The Food Service coordinator should generate and distribute monthly profit and loss statements, budget reports, and key operating comparison reports no later than ten days after the end of each month.
- **Recommendation 63 (p. 129): Maintain Food Service operating information in one central database and purchase the perpetual inventory and purchasing add-on modules from the point-of-sale vendor.** CISD should also implement the production records module in all schools. The Food Service technology specialist should work with the Food Service coordinator and Information Technology to develop an interface from the point-of-sale system and the district's financial system to develop operational reports.
- **Recommendation 64 (p. 129): Solicit outside assistance to develop a plan to improve school cafeteria operations, marketing, and testing menu items that are appealing to students while meeting nutritional requirements.** Coursework offered by Region 19 in the area of food preparation, presentation, or marketing should be required for at least one staff member at each school cafeteria, and the district should encourage further training in these areas by the other employees. The district should also implement a plan to regularly educate students, parents, and teachers about the nutritional requirements and portion controls of healthy eating.
- **Recommendation 65 (p. 132): Implement aggressive strategies to increase breakfast participation.** CISD should implement

aggressive strategies to increase breakfast participation to an average daily participation rate of 50 percent by the end of five years. CISD should educate the teachers about the effect on children of not eating breakfast and the financial impact of additional breakfasts served. Food Service should also develop and launch a campaign to educate students and their families as to the benefits of eating a healthy breakfast.

- **Recommendation 66 (p. 135): Establish an ad hoc committee to develop a strategic plan by August 2005 to guide operating and management decisions.** The assistant superintendent of Operations (formerly the assistant superintendent of Personnel Services) should chair the committee, which should include food service staff and some principals.

### DETAILED ACCOMPLISHMENTS

#### VOLUNTEER PROGRAM

Food Service implemented a volunteer program that develops qualified labor pools while saving on labor costs. The volunteer program consists of individuals from the local community who commit 180 hours of unpaid time to the Food Service Department. The Department requires volunteers to obtain a food handler's permit and complete a criminal background check, a waiver related to job accidents, and eight hours of classroom instruction. In return for their commitment, the district provides the individuals with hands-on training in food service operations. In addition, the local temporary agency uses these volunteers when substitute workers are needed, and they receive preference when vacancies occur. Seven individuals participated in the volunteer program in 2003–04, three of whom are now employed full-time. Currently, there are four individuals in the volunteer program.

#### TEMPORARY EMPLOYMENT AGENCY

Food Service contracts with a local temporary employment agency to provide substitute food service workers when employees are out sick. This arrangement allows Food Service to have a supply of trained substitutes without having the associated payroll burden. CISD pays the temporary agency \$7.04 per hour for each temporary assigned to a school. The average salary paid to a Food Service worker ranges from \$6.83 to \$13.56 per hour, depending upon their title and years of experience. By using the temporary agency, CISD also saves the 5 percent health insurance cost and 7 percent worker's compensation cost associated with hourly workers used as substitutes. The temporary agency also provides safety training to all Food Service workers on a regular basis. When two or more Food Service employees are absent on a given day, a

designated Food Service employee contacts the temporary agency to request a substitute worker. The agency immediately dispatches a substitute worker to the appropriate school. Since the workers have already been trained, they can fill in where needed without additional training.

### **COMMODITY USAGE AND COOPERATIVE PURCHASING**

The Food Service coordinator uses 100 percent of the United States Department of Agriculture (USDA) commodities provided by the National School Lunch Program. The USDA provides commodities to school districts as a means of lowering food costs. Many school districts either do not use available USDA commodities or use very little. The amount of USDA commodities that are available to schools depends on the percentage of economically disadvantaged students enrolled and the district's previous commodity usage. CISD had available and used commodities valued at \$218,114 in 2001–02, \$161,621 in 2002–03, and \$160,190 in 2003–04; \$204,962 is allocated for 2004–05. CISD is able to use all of their commodities due to the emphasis that the Food Service coordinator places on commodity usage, having centralized food purchasing, and menu planning based on available commodities. Food Service specialists submit their grocery orders to the coordinator, who consolidates and consults commodity availability before placing food orders with outside suppliers. The Food Service coordinator also plans menus to incorporate commodities whenever possible. The Food Service Department also participates in the West Texas Food Service Cooperative, which enables it to purchase, at reduced costs, food and supplies not available in USDA commodities.

### **INVENTORY**

All food products are delivered directly to schools. The Food Service coordinator consolidates food orders to save shipping costs. This results in some food being delivered to schools for other schools. In those instances, CISD warehouse personnel immediately distribute the food to the various campuses. The Food Service Department does not have a central warehouse for food. Not having a central food warehouse reduces overhead and utility costs, reduces manpower associated with maintaining and delivering inventory, eliminates the need for physical inventory controls, and lowers the risk of food spoilage and theft. The Food Service coordinator consolidates school food orders to receive the best shipping price, and warehouse personnel immediately distribute food from the delivery schools. Paper supplies are maintained at the CISD warehouse. However, these supplies are kept at minimum levels. Schools are allowed to have no

more than two weeks inventory on-hand at any given time. The total Food Service month-end physical inventory between September 2004 and December 2004 averaged \$75,149. These amounts averaged approximately \$6,800 worth of inventory per school. The low inventory value shows that Food Service effectively manages its inventory. Many school districts maintain significantly higher inventory levels at each school in addition to having a central food warehouse with several months' worth of food inventory.

### **DETAILED FINDINGS**

#### **FINANCIAL REPORTING (REC. 62)**

While the CISD Food Service Department turned a 2001–02 deficit budget into a positive fund balance in 2003–04, the department still lacks the adequate financial reporting tools that would allow it to monitor performance, make effective decisions, and inform school food service specialists and staff of problems, trends, and best practices. The Food Service Department does not prepare monthly financial reports such as budget-to-actual comparisons, balance sheets, profit and loss summaries, cash flow statements by school, and year-to-year comparisons. CISD's external auditors prepare balance sheets annually but not on a monthly basis. Although Food Service did not prepare profit and loss summaries, they were able to turnaround operations from a deficit to profitability through controlling costs on a global basis.

Food Service uses the annual operating budget as its financial tool. It prepares a food expenditure budget in MS Excel spreadsheet format for each school and provides it to the school food service specialist. Food service specialists must maintain their own food expenditure budgets, which they do by subtracting food invoice totals from food budget line items. Staying within budgeted food expenditures is an informal component of each school food service specialist's job evaluation.

*Food Service Management for the 21st Century, Fifth Edition, 1999*, recommends that four financial and operating reports be distributed to district management and the board so they can monitor and evaluate the cash flow of operations and take corrective action if needed. The reports are: (1) budget, (2) profit-and-loss statement, (3) balance sheet, and (4) cash flow statement.

According to the *Cost Control Manual for School Food Service Directors*, the number one requirement for cost control management is an accounting system that provides accurate and timely financial information and reports. Profit and loss statements should be compared each month and to the same month one year prior to spot sudden changes or possible errors.

Additionally, profit and loss statements should be distributed to each campus within ten days of month end. **Exhibit 8-1** illustrates seven financial reporting tools, the optimal frequency that they should be prepared, and whether CISD uses and circulates them to its school food service specialists.

Profit and loss statements highlight areas of strength in addition to improvement needs. These statements can also be compared to prior periods to spot trends, improvements, and declines, allowing management to take appropriate steps in a timely manner.

Atlanta Public Schools in Atlanta, Georgia prepares monthly financial statements and operating reports and provides them to all of its schools. Each cafeteria manager is held accountable for profit and loss.

CISD Food Service should immediately develop financial reports to enhance financial controls, monitoring of operations, and accountability of food service specialists. The Food Service coordinator should generate and distribute monthly profit and loss statements, budget reports, and key operating comparison reports no later than ten days after the

### EXHIBIT 8-1

#### CISD FINANCIAL AND MANAGEMENT REPORTING EVALUATION

REPORT/DESCRIPTION	USES	OPTIMAL FREQUENCY	USED BY THE DISTRICT	DISTRIBUTED TO CAFETERIAS
Budget: Illustrates a plan for financial management according to each account.	Allows informed decisions and financial forecasts for the next year through the use of historical, economic, and demographic data; projected enrollment; menu changes; and changes in operational procedures. Allows a forecast of financial performance for the next year. Allows comparisons between actual and forecasted performance.	Annual with monthly monitoring	Yes, but not monthly monitoring by school level	Annual food budget is distributed to schools
Costing Food & Service	Allows for informed decision-making about purchases and the continuation of products and services.	Daily	Yes	Yes – Each school prepares its own food cost summary
Revenue Received from Lunch and Breakfast	Allows identification of major sources of revenue such as free, reduced-price, paid, a la carte, or other.	Daily	Yes	Yes
Balance Sheet: Illustrates the financial position of the account at a point in time.	Allows a comparison of current balances with balances at the end of the month of the prior year.	Monthly	No	No
Profit & Loss Statement: Illustrates what is left after all expenditures are paid.	Allows identification and analysis of increases or decreases in participation or expenses. Allows identification of school making a profit or experiencing a loss. Allows administrators to determine where key issues/problems exist	Weekly or Monthly	No	No
Statement of Changes: Shows changes in working capital from year to year.	Allows monitoring of net increases in working capital requirements.	Annually	Limited to the annual financial report prepared by CISD's external auditor	No
Key Operating Percentages: Trends expenditures and revenues over time.	Allows management and staff to monitor expenditures over time including: <ul style="list-style-type: none"> <li>▪ Food cost percentage</li> <li>▪ Labor cost percentage</li> <li>▪ Other costs percentage</li> <li>▪ Break-even point</li> <li>▪ Inventory turnover</li> <li>▪ Participation rates</li> <li>▪ Average daily labor costs</li> <li>▪ Average hourly labor costs</li> </ul>	Monthly	Limited to meal participation rates	Limited to meal participation rates, staffing analysis, serving line analysis, daily cash drawer profile

SOURCE: Cost Control Manual for School Food Service Directors by Dorothy Pannell and interviews with CISD Food Service staff, December 2004.

end of each month. These reports will enable the staff to compare the department's actual results with budgeted figures and prior-year results.

CISD Food Service specialists and staff should be able to use these reports to monitor and track key operating and financial measures (for example, net profit or loss, student participation, meals-per-labor hour, food costs, salaries and wages, and best practices). The Food Service coordinator and school food service specialists should identify and discuss favorable and/or unfavorable trends or variances at each monthly meeting and respond to the results as appropriate. Goals for improvement should be set for each food service specialist, and employee evaluations should contain an element for meeting performance goals. Since Food Service does not have an information system that would generate the financial reports, and given the fact that there are only 11 schools, the Food Service technology specialist could work with the Food Service coordinator and Business Service executive director to develop financial report templates with existing software. This could be implemented with no costs to the district.

#### **INFORMATION SYSTEM (REC. 63)**

CISD's Food Service Department's operating information is not maintained in one central information system or database. The Food Service staff maintains budget, inventory, purchasing, participation results, and equipment records in various spreadsheets. This practice is not efficient and delays the ability to provide useful, up-to-date, and accurate management reports that would quickly identify trends and problems. Food Services purchased new technology in 2003–04 and implemented it in 2004–05. The hardware purchase included new computers and bar code scanners. CISD purchased the following point-of-sale modules:

- menu planning for daily, weekly, and monthly menus according to nutrient guidelines;
- point of sale for accounting of meals served;
- costing for determining costs of meals served; and
- production to enter food supplies used in preparing meals.

The automated point-of-sale (POS) system also allows students and full-time faculty and staff to prepay their meals.

Each school Food Service specialist conducts a physical inventory of their coolers, freezers, and pantries at the end of each month and then reports the results to the district food service specialist. The

Food Service specialist consolidates this information on a spreadsheet and provides it to the Food Service coordinator. The Food Service coordinator uses the inventory results in conjunction with the menu-planning module to identify items that need to be purchased. The Food Service coordinator manually prepares purchase requisitions.

The vendor the Food Service Department purchased its point-of-sale software from has developed a perpetual inventory module that includes bidding, purchasing, and warehouse components. The module automates food orders and other food inventory procedures, thereby reducing the need to manually prepare various spreadsheets. The module also consolidates purchases in order to receive the best shipping prices, an activity that the Food Service coordinator is currently performing manually. Furthermore, the module frees up time spent on consolidation of paperwork so more efforts are placed on review of operational results and taking corrective actions where necessary.

Atlanta Public Schools in Atlanta, Georgia uses a food service information management system that integrates menu planning with purchasing and inventory. The nutritionist enters menus in the system. Each school then reviews their food inventory and places a grocery order on-line. The information system then compares the menu requirements to recorded inventory on hand to ensure that the grocery order is accurate and complete. The system then consolidates each school's grocery order into one and places the order with the approved suppliers. Delivery addresses and original orders are maintained so that the suppliers know which amounts to deliver to each school.

Food Service should maintain Food Service operating information in one central database and purchase the perpetual inventory and purchasing add-on modules from the vendor they currently use for point-of-sale. The district should also implement the production records module in all schools. The Food Service technology specialist should work with the Food Service coordinator and Information Technology to develop an interface from the point-of-sale system and the district's financial system to develop operational reports. The additional point-of-sale software would not be installed in schools until the start of 2005-06. The one-time cost for the module is \$3,850. Annual maintenance fees are \$2,200, for a total cost of \$8,800 starting in 2006-07 (\$2,200 x 4 years). The first year's maintenance is included in the purchase price.

#### **CAFETERIA OPERATIONS (REC. 64)**

CISD's Food Service personnel lack sufficient training in food preparation, presentation, and

marketing. Furthermore, parents and students are not sufficiently educated about the nutritional requirements and portion limitations the district must adhere to, resulting in a poor perception by students and parents in the quality of the district's food service operations. According to surveys and community open houses conducted during this review of CISD, students and parents are dissatisfied with school cafeteria operations. They believe that there is not enough variety in the food menus, food is not prepared well and is often served cold or raw, the portions are too small, cafeteria serving lines are too long, schools frequently run out of food, and cafeteria staff are not friendly.

Eighty-one percent of students surveyed by the review team responded that they disagree that cafeteria food looks and tastes good. Thirty-nine percent of parents and 43 percent of teacher survey responses agreed with the students. Frequent written responses were that the food tastes bad, portion sizes are too small, food is served raw, food is cold, Food Service does not prepare meals that students want to eat, there is not enough variety in meals served, students have to wait in line for 10-15 minutes, and that the staff is not friendly. These are some of the specific comments made by students:

- I feel that the Clint ISD cafeteria is bad. Their hotdogs are green and not baked right. Each week they serve the same thing.
  - The food never tastes good; it is always cold and the milk is sometimes spoiled. There is not enough time to eat.
  - Cafeteria food is horrible. They are not at all good. We might as well eat paper. A week ago I saw a cockroach crawling on the floor in the cafeteria – how do we know there are not roaches in the cafeteria kitchen? We do not know how clean the food is – it could have all sorts of diseases because some of the ladies do not always wear gloves.
  - Need to give us more lunch time and more food because it always runs out.
  - The quality of the food is very poor. We always run out of food and the lines are super long.
  - I think our school could use some type of help with our cafeteria because we have the same rude people giving us the same bad food all the time.
  - I really think that the cafeteria food stinks sometimes. The school doesn't have a lot of food to serve people so they sometimes just give us nachos.
- The food tastes terrible, they don't serve enough and it's always cold.

Parents and students surveyed by the review team in December 2004 often stated that "the food used to be good but this year it is not." The additional comments related to these statements were that the new dietary requirements do not take into consideration the local diets and children's tastes for seasonings. **Exhibit 8-2** summarizes the December 2004 student, parent, and teacher survey responses for Food Service operations.

In addition to the surveys, the review team visited all school cafeterias and observed the following:

- Long lines at the secondary schools. According to the Food Service coordinator, this could be attributed to the number of lunch shifts as dictated by principals or to cafeteria/cashier set-up, and not necessarily to slow service.
- Creativity was not used in displaying food in the lunch serving lines and the food did not look appetizing.
- More than 50 percent of the students observed at Surratt Elementary did not eat most of what was on their tray.
- More than 70 percent of the students observed at Desert Hills Elementary did not eat most of what was on their tray.
- More than 80 percent of the students observed at Montana Vista Elementary did not eat most of what was on their tray.
- Horizon High School students were allowed to serve themselves the side dishes by spooning the amounts they wanted on their trays, circumventing portion control. As of December 2004, Horizon High School and all other campuses have stopped self-service unless food items are pre-packaged where quantity has been pre-portioned.

While CISD's Food Service Department uses Nutrikids to develop menus according to the United States Department of Agriculture (USDA) and *Texas Public School Nutrition Policy* requirements, the perception of students and parents remains that food served in CISD cafeterias is repetitious and does not taste good. The same entrées are served each month, with little variety in the menus. The Food Service coordinator develops menus and distributes them to cafeteria employees along with recipes. Menus are published on the district's website with the nutrient analysis. Secondary school menus also include an option of chef salad or nachos each day, and on an average of twice a week, different types of submarine

**EXHIBIT 8-2**  
**STUDENT, PARENT, AND TEACHER SURVEY RESPONSES**  
**FOOD SERVICE OPERATIONS**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
The cafeteria's food looks and tastes good.					
Students	1%	6%	12%	22%	59%
Parents	13%	29%	19%	25%	14%
Teachers	4%	37%	16%	29%	14%
Food is served warm.					
Students	2%	26%	15%	23%	34%
Parents	17%	51%	14%	9%	9%
Teachers	7%	58%	18%	14%	3%
Students have enough time to eat.					
Students	1%	5%	2%	15%	77%
Parents	13%	36%	14%	18%	19%
Teachers were not asked					
Students eat lunch at the appropriate time of day.					
Students	7%	67%	9%	5%	12%
Parents	20%	68%	5%	4%	3%
Teachers	10%	74%	9%	5%	2%
Students wait in food lines no longer than 10 minutes.					
Students	4%	6%	5%	17%	68%
Parents	11%	31%	19%	25%	14%
Teachers	9%	47%	14%	21%	9%
Discipline and order are maintained in the schools cafeteria.					
Students	7%	50%	18%	9%	16%
Parents	21%	49%	18%	8%	4%
Teachers	13%	68%	10%	6%	3%
Cafeteria staff is helpful and friendly.					
Students	13%	31%	17%	13%	26%
Parents	15%	51%	17%	6%	11%
Teachers	15%	52%	16%	13%	4%
Cafeteria facilities are sanitary and neat.					
Students	11%	42%	27%	6%	14%
Parents	26%	56%	14%	4%	0%
Teachers	17%	71%	10%	2%	0%

SOURCE: Stakeholder surveys, October 2004.

sandwiches are also offered. The 2004–05 breakfast menus are based upon a two-week cycle with the same main entrée. The lunch menu is based on a monthly cycle with the main entrée not served more than twice per month with the exception of pizza and hamburgers.

Despite these efforts, some of the dissatisfaction with school cafeteria operations could be attributed to the fact that the Food Service Department has not actively educated teachers, parents, and students on the revised nutritional guidelines for food content and portion size or marketed the benefits of eating school meals. In addition, the department also lacks ongoing communications, educational programs, informational bulletins, posters, or website announcements that show its customers nutritional requirements for food service operations. For example, when the state-revised nutritional requirements according to the *Texas Public School Nutrition Policy* took effect, the board adopted a policy restricting competitive food and vending machine sales to reflect the new requirements, but the only communications to students and parents

about the changes was through a notice sent to parents via the students. A memo was sent to each school from the assistant superintendent of Support Services informing them of the changes.

Another reason for breakdowns in department services may be attributed to a lack of training. Food Service managers (specialists) are not required to have food service management certifications or formal food service training. They are required to have a high school degree, hold a valid food handler's card, have a current negative tuberculosis test on file, and have three or more years in food service operations.

The Food Service Department uses Region 19 for training videos, manuals, and books for staff development. Food Service also offers to pay for registration costs and encourages employees to attend Region 19's summer workshops to learn about nutrition, dietary guidelines, menu planning, and other food service topics. They also encourage food service specialists to obtain the food service management certification through Region 19's

summer workshops and pay the registration fees for employees to attend. However, training records show that in 2004 Food Service employees received training mostly in the areas of cashier operations, basic Spanish language skills, and other technical courses that have no relation to food preparation, presentation, and marketing. The Food Service coordinator is planning to install a test kitchen at the Food Service central facility and using it to provide hands-on training in food preparation, handling, and presentation, but this has not been accomplished as of the time of this report.

McAllen Independent School District implemented the *Texas Public School Nutrition Policy* by adopting a board policy, issuing press releases, and implementing an informational campaign for students, parents, and employees that included notices, bulletin boards, and information on their website. El Paso schools offered incentives like inexpensive toy prizes, videos, and special breakfast items to increase participation. Ysleta Independent School District offered “grab and go” bags in cafeterias for elementary school students and in buses for the high school students.

Region 19 provides varied services and training opportunities pertaining to child nutrition issues including but not limited to menu planning, dietary guidelines, food production, compliance support, food purchasing, and training and program material development. A lending Nutrition Resource Library of training materials, software, and equipment is available for district employees. Texas School Nutrition Certification Courses are available through the library.

Other successful food service departments obtain assistance in developing a plan to improve school cafeteria operations and sales that include a training plan for food production, serving customers in a more timely fashion, overall customer service, improving menu options, and marketing and merchandising activities to improve the image of a food service department to assist in enticing students to eat at school. Marketing campaigns often explain the nutritional requirements and benefits of eating healthy to parents, students, and teachers.

CISD should solicit outside assistance to develop a plan to improve school cafeteria operations, marketing, and testing menu items that are appealing to students while meeting nutritional requirements. Coursework offered by Region 19 in the area of food preparation, presentation, or marketing should be required for at least one staff member at each school cafeteria, and the district should encourage further training in these areas by the other employees. The district should also implement a plan to regularly

educate students, parents, and teachers about the nutritional requirements and portion controls of healthy eating. The Food Service director should also solicit the assistance of the Texas Association of School Nutrition (TASN) in assessing the weaknesses of its cafeteria operations plan. TASN offers an annual conference that includes a variety of subjects, including marketing and presentation, as well as a Management Assistance Review and a Director’s Academy that provide guidance and mentors for districts working to improve operations.

Food Service should allocate \$1,350 to send the Food Service coordinator to the TASN conference (\$300 registration, \$450 hotel, and \$600 for airfare and incidental expenses). In addition to this, sending one representative from each of the 11 cafeterias to a Region 19 summer training course on food preparation, presentation, or marketing may cost up to \$440 (\$40 per course x 11 staff), depending on whether any staff are already signed up for one of these training courses. In order to maintain or improve the capabilities of each school’s staff, the district should budget \$240 for each subsequent year for summer coursework. TASN’s Management Assistance Review costs approximately \$1,500 (includes course fee and travel costs), and their Director’s Academy costs approximately \$1,550 (includes \$550 course fee and travel costs). In order to fully maximize the training and planning resources available, CISD should dedicate a total of at least \$4,400 in one-time costs for TASN training, \$440 in the first year and \$240 in each subsequent year to improve and maintain its operations and marketing knowledge base.

#### **BREAKFAST PARTICIPATION (REC. 65)**

Food Service has not implemented alternative options for serving breakfasts in schools or developed aggressive strategies to increase breakfast participation. CISD’s breakfast is served in each school’s cafeteria beginning one hour before the first class. The district does not offer alternative breakfast programs such as additional breakfast periods, curbside breakfast-in-a bag, breakfast in the classroom, or breakfast on the bus. By not having alternative options for acquiring the school breakfast, CISD is not ensuring that all eligible children are receiving a nutritional breakfast, and the district is not maximizing federal reimbursement revenues. CISD’s average daily participation for breakfast was only 26.9 percent in 2003–04, a decrease from 47.6 percent in 2001–02. In the 2003–04 school year, 88 percent of CISD students were approved for free or reduced-price breakfasts, the highest among its peers, yet with only 26.9 percent participation it ranks last among its peers for breakfast participation rates. Rio

Grande City ISD has 80 percent participation, Los Fresnos has 65.5 percent, and San Benito CISD has 47.4 percent participation. **Exhibit 8-3** compares CISD breakfast participation rates with its peers.

**Exhibit 8-4** shows meal reimbursement rates for 2003–04 and **Exhibit 8-5** shows that the district did not recover almost \$1.4 million in federal reimbursements because eligible free and reduced-price meal students are not eating school breakfast.

Some school principals said that breakfast participation is low because school buses do not arrive early enough to allow time to eat, and some parents who bring their children to school arrive as late as possible, making it difficult for these children to have any time to eat breakfast at school. According to surveys administered by the review team in December 2004, one student survey question asked if the breakfast program was available to all students, and 33 percent of students disagreed that it was.

According to the National School Breakfast Program nutritional guidelines, when students eat breakfast they receive 25 percent of their daily nutritional needs. Furthermore, when students eat both breakfast and lunch at school, they receive 60 percent of their daily nutritional needs.

CISD attempted to implement breakfast in the classroom in 2001–02 and implemented a modified version of the Universal Breakfast Program (UBP) where all students who ate breakfast in the classroom pilot schools were offered the breakfasts for free. However, the initiative was discontinued due to teacher complaints about students eating in the classroom and the residual food droppings remaining after class. A memorandum from Region 19’s Child Nutrition program coordinator dated May 1, 2002 to the CISD assistant superintendent of Support Services at that time stated that the breakfast in the classroom was very successful at the schools piloted and that it should be offered at all schools as a UBP. At the time of the recommendation, CISD had a 52 percent breakfast participation rate. Region 19 projected that implementing a UBP and serving breakfast in the classroom would generate additional net revenues of \$467,136 per year. The recommendation consisted of using sack meals with pre-packaged convenience foods that could be prepared the day before with a food cost of \$0.68 - \$0.88 per meal served.

A UBP is different from Provision 2 (a federal program that allows all students in a qualifying district to receive free meals) in that, under a UBP, a district makes a decision at the school board level to

**EXHIBIT 8-3  
COMPARISON OF BREAKFAST PARTICIPATION RATES  
CISD TO PEERS 2003–04**

	<b>RIO GRANDE CITY ISD</b>	<b>LOS FRESNOS CISD</b>	<b>SAN BENITO CISD</b>	<b>CLINT ISD</b>
Number of Students *	9,469	7,506	9,866	<b>8,564</b>
Percentage Economically Disadvantaged *	84.5%	85.5%	83.9%	<b>88.2%</b>
Percentage Meal Participation as percentage of ADA- Breakfast Regular	80.0%	65.5%	47.4%	<b>26.9%</b>

\*As per Texas Education Agency, AEIS District Profile Reports, 2003–04 for each.  
SOURCES: Texas Education Agency, AEIS District Profile Reports, 2003–04 for each district, and Texas Education Agency, Child Nutrition Program Information Management System (CNPIMS) Report, 9/2003–8/2004.

**EXHIBIT 8-4  
SCHOOL LUNCH AND BREAKFAST REIMBURSEMENT RATES  
2003–04**

	<b>FULL PRICE</b>	<b>REDUCED-PRICE</b>	<b>FREE</b>
Reimbursable Lunch	\$0.21	\$1.79	\$2.19
Reimbursable Breakfast*	\$0.22	\$1.13	\$1.43

\* Severe Need reimbursement rate  
SOURCE: United States Department of Agriculture, Food & Nutrition Services, Federal Register Volume 68, Number 130, July 2003–June 2004.

**EXHIBIT 8-5  
CISD LOST BREAKFAST REIMBURSEMENTS  
2003–04 (1)**

	<b>ELIGIBLE BREAKFASTS PER DAY</b>	<b>AVERAGE BREAKFASTS SERVED PER DAY</b>	<b>AVERAGE BREAKFASTS NOT SERVED PER DAY</b>	<b>2003–04 BREAKFAST REIMBURSEMENT RATE</b>	<b>POTENTIAL DAILY LOST REIMBURSEMENTS (2)</b>
Free Breakfast	7,004	2,098	4,906	\$1.43	\$7,016
Reduced-price breakfast	662	107	555	\$1.13	\$627
Full Price	893	65	828	\$0.22	\$182
Total	8,559	2,270	6,289	N/A	\$7,825
<b>Annual Lost Breakfast Reimbursements (3)</b>					<b>\$1,392,850</b>

(1) Based on averages of November 2003–April 2004 monthly subtotals.  
(2) Potential daily lost reimbursements = breakfasts not served per day x breakfast reimbursement rate.  
(3) Annual lost breakfast reimbursements = total daily lost breakfast revenue x 178 school meal days in 2003–04.  
SOURCE: Texas Education Agency, Child Nutrition Programs CNPIMS Report, 9/2003 - 8/2004, and calculations.

offer all students breakfast free-of-charge. All students would still need to complete an annual application for free or reduced-price meals each year, and meals served would still need to be accounted for by classification of student served: free, reduced-price, or full pay. The district would receive the same reimbursement rates from the NSLP as the normal feeding program and would be subsidizing the cost of those students not qualified for free or reduced-price meals. Since CISD's full paying student population is only 7 percent, according to the October 2004 meal claim, additional revenues received from providing all students breakfast would more than offset the cost of subsidizing full paying student breakfasts.

Studies conducted by the Minnesota Department of Children, Families and Learning, the University of Minnesota, and the University of Connecticut proved that students who eat school breakfast benefit nutritionally and educationally. According to the study results, students eating breakfast at school said they feel good, are happy, and are more alert during the day. Conversely, students who do not eat school breakfasts state that they feel bad, are angry, sick, and bored throughout the school day. The study revealed that students who eat breakfast experience the following benefits:

- have increased math and reading scores;
- have fewer visits to school nurses; and
- have improved classroom behavior.

According to the Texas Association of School Nutrition, national studies have also identified the following benefits from increased breakfast participation:

- increased attendance;
- increased student attention;
- decreased dropout rates;

- reduced disciplinary referrals;
- increased parental and community involvement;
- reduced tardiness; and
- measurable improved test scores.

CISD should implement aggressive strategies to increase breakfast participation to an average daily participation rate of 50 percent by the end of five years. CISD should educate the teachers about the effect on children of not eating breakfast and the financial impact of additional breakfasts served. The Food Service Department should also develop and launch a campaign to educate students and their families about the benefits of eating a healthy breakfast and how all students would eat a free breakfast. The district has many communication venues the Food Service Department could use at no additional cost to inform parents about the program, for example, monthly meal menus, district and campus newsletters, internal school communication systems like the televisions used for daily announcements, and the district's website.

By increasing breakfast participation rates from 26.9 percent to 50 percent over the next five years, CISD would generate additional net revenues of \$1,040,272. The Food Service Department can incrementally increase participation rates by five percentage points a year during the next four school years and three percentage points during the fifth year.

**Exhibit 8-6** summarizes the net annual additional revenues CISD would realize by increasing breakfast participation rates to 50 percent. This figure is achieved via the following steps:

- Beginning with the 2003–04 student population of 8,564, the daily attendance rate of 96.5 percent results in a daily attendance of 8,264 students.

### **EXHIBIT 8-6**

#### **NET ANNUAL ADDITIONAL REVENUES**

	<b>YEAR 1 (32% PARTICIPATION)</b>	<b>YEAR 2 (37% PARTICIPATION)</b>	<b>YEAR 3 (42% PARTICIPATION)</b>	<b>YEAR 4 (47% PARTICIPATION)</b>	<b>YEAR 5 (50% PARTICIPATION)</b>	<b>TOTAL</b>
Annual Additional Breakfast Revenue	\$105,942	\$209,807	\$313,673	\$417,538	\$479,857	\$1,526,817
Annual Additional Costs	\$33,760	\$66,859	\$99,957	\$133,055	\$152,914	\$486,545
<b>Net Annual Additional Revenues</b>	<b>\$72,182</b>	<b>\$142,948</b>	<b>\$213,716</b>	<b>\$284,483</b>	<b>\$326,943</b>	<b>\$1,040,272</b>

SOURCES: Texas Education Agency Child Nutrition Programs District Profile 9/2003–8/2004, Federal Register/Volume 68, Number 130, School Program Reimbursement Rates Effective July 2003–June 2004, and calculations.

- The base year determination of annual revenue is based on an overall breakfast participation rate of 26.9 percent, resulting in total daily breakfast participation of 2,223 students.
- Total breakfast participation is broken down into the categories of free, reduced price, and paid meals. Using 2003–04 numbers, an average of 92.4 percent of all breakfasts are free, 4.7 percent of all breakfasts are reduced price, and 2.9 percent of all breakfasts are fully paid by the students. When applied to 2,223 total breakfasts, this results in 2,055 free breakfasts, 104 reduced price breakfasts, and 63 fully paid breakfasts.
- A severe need reimbursement rate of \$1.43 is applied for free breakfasts, \$1.13 for reduced price breakfasts, and \$0.22 for full price breakfasts. (Severe need reimbursement rates, which are higher than regular reimbursement rates, apply to districts that serve 40 percent or more of their lunches to free or reduced price qualifying students.)
- In addition to the revenue generated by federal reimbursements, revenues from full and reduced priced student meal payments must be included. Reduced price breakfasts cost \$0.30. Full price breakfasts at elementary schools (66.5% of all breakfasts) cost \$0.50, and full price breakfasts at secondary schools (33.5% of all breakfasts) cost \$0.75.
- The combination of reimbursements and student payments results in a unit cost of \$1.43 for reduced price breakfasts (the same rate as that of free breakfasts) and \$0.80 for full priced breakfasts.
- The unit costs multiplied by the breakfast participation figures for each category result in daily revenues. The daily revenues for the base year are \$2,938 in free breakfasts, \$150 in reduced price breakfasts, and \$51 in full priced breakfasts.
- The process above will be repeated for each year, with the only change being the participation rate, which results in the number of daily breakfasts increasing to 2,645 in Year 1; 3,058 in Year 2; 3,471 in Year 3; 3,884 in Year 4; and 4,132 in Year 5.
- The additional annual costs are based on a marginal cost of \$0.45 for each additional breakfast served.
- When the annual additional costs are subtracted from the annual additional breakfast revenue, the net annual additional revenue is calculated.

### **STRATEGIC PLAN (REC. 66)**

CISD's Food Service Department does not have a strategic plan to guide their operating and management decisions. The assistant superintendent of Support Services and the Food Service coordinator address needs and issues as they arise, making the current process reactive rather than proactive. For example, the Food Service coordinator conducted an analysis to determine equipment replacement needs and found the department needing \$125,247 of equipment for 2004–05. However, the department has not outlined any further goals, objectives, or performance measures beyond the equipment replacement plan for the department. As a result, major repairs may have to be made at a time when resources are scarce or the district is focused on other priorities.

Without a strategic plan, organizations react to daily issues instead of implementing new processes, procedures, and technology. Strategic plans assist districts in averting additional financial costs, employee confusion, and disjointed processes. They set the mission, vision, and goals of an organization and serve as a tool to guide the department in making management decisions. They also describe how the department will support and help the district achieve its goals. Comprehensive strategic plans can also serve as knowledge transfer tools in that they provide the history of an organization and a guideline for further actions to be taken.

The Food Service Department should establish an ad hoc committee to develop a strategic plan by August 2005 to guide operating and management decisions. The assistant superintendent of Operations (formerly the assistant superintendent of Personnel Services) should chair the committee and include food service staff and some principals. The strategic plan should be updated annually and include the following components:

- goals of Food Service and how they relate to CISD's goals;
- objectives of Food Service;
- operational performance measures such as participation rates and student and employee satisfaction;
- financial performance measures;
- employee development;
- equipment replacement plan;
- new kitchen facilities construction; and
- labor performance measures.

For background information on Food Service, see pp. 216 in the General Information section of the appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>		<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 8: FOOD SERVICE</b>								
62.	Develop financial reports to enhance financial controls, monitoring of operations, and accountability of Food Service specialists.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
63.	Maintain Food Service operating information in one central database and purchase the perpetual inventory and purchasing add-on modules from the point-of-sale vendor.	\$0	(\$2,200)	(\$2,200)	(\$2,200)	(\$2,200)	(\$8,800)	(\$3,850)
64.	Solicit outside assistance to develop a plan to improve school cafeteria operations, marketing, and testing menu items that are appealing to students while meeting nutritional requirements.	(\$440)	(\$240)	(\$240)	(\$240)	(\$240)	(\$1,400)	(\$4,400)
65.	Implement aggressive strategies to increase breakfast participation.	\$72,315	\$143,210	\$214,107	\$285,004	\$327,541	\$1,042,177	\$0
66.	Establish an ad hoc committee to develop a strategic plan by August 2005 to guide operating and management decisions.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 8</b>		<b>\$71,875</b>	<b>\$140,770</b>	<b>\$211,667</b>	<b>\$282,564</b>	<b>\$325,101</b>	<b>\$1,031,977</b>	<b>(\$8,250)</b>



# Chapter 9

## Transportation

Clint Independent School District



## **CHAPTER 9**

# **TRANSPORTATION**

Clint Independent School District (CISD) encompasses 379.9 square miles, with three separate and distinct communities—the town of Clint, the town of Horizon City, and unincorporated East Montana. The CISD fleet consists of 64 buses, 13 of which are used as spares in case of a breakdown, two are used for special purpose long-distance trips, and one has been wrecked. The district operates 40 regular routes and 11 special program routes daily with a total of 60 drivers and 13 monitors.

According to the Texas Education Agency's (TEA) 2003–04 transportation report, the district transported students on 588,824 trips a total of 944,902 miles over 178 school days at a cost of \$2.15 per mile for the regular program and \$1.63 for the special program. TEA allocated state funds based on a linear density of 1.65 or greater at \$1.25 per mile. Total operation costs were \$1,937,805, with a state allotment of \$647,514. Transportation accounted for 3.1 percent of the district's total operating expenses.

### **ACCOMPLISHMENTS**

- The transportation coordinator has increased the professionalism of the staff by issuing drivers uniforms, giving them a six-hour per day guarantee, tracking absenteeism and time off, and increasing the hours of supervisory support by staggering the work hours.
- The transportation coordinator worked with the school principals to establish a coordinated, staggered bell schedule. This schedule on some routes allows buses and drivers to make more trips per day. On other routes, the practice of dropping off students early before school opened was eliminated by having the school start-time moved earlier.
- The transportation coordinator has established three operating/maintenance facilities (bus barns), one for each area of the district. These multiple facilities reduce the “deadhead” miles operated between the facility and the start/end of the routes, saving fuel, driver time, and wear and tear on the buses, for an estimated savings of \$270,000 annually. One facility was creatively expanded by converting space previously underused by the grounds-keeping crew.

### **FINDINGS**

- CISD does not have a computerized software package to aid in developing the routing and scheduling of the transportation service. As a rapidly growing and geographically large district, the lack of this capability limits the efficiency of operation.

- CISD does not have a staffing formula to calculate how many driver positions are needed.
- CISD does not have a policy that allows for the efficient use of large and small buses to routes dependent on their ridership levels.
- CISD does not have a bus replacement plan and does not regularly budget for bus replacements.
- CISD does not use an industry standard formula to base the number of mechanics on the overall size of the fleet. The number of mechanics in CISD is insufficient for the fleet size.
- CISD does not have an incentive policy for mechanics to increase their skills and be certified by the National Institute for Automotive Service Excellence (ASE), thereby reducing their level of competence over time and lessening the quality of their repairs.
- CISD does not follow the TEA instructions for reporting hazardous routes and mileage, possibly resulting in the district receiving too large of a transportation allotment. “Regular” routes and “hazardous” routes are not reported separately.
- The district lacks fueling capability at the Horizon bus facility. Buses stationed at the Horizon bus facility are currently being fueled at a gas station separate from the CISD facility, consequently exposing the fleet to increased risks of accidents, increased travel mileage, and additional driver time for fueling.

### **RECOMMENDATIONS**

- **Recommendation 67 (p. 139): Purchase a computerized routing and scheduling system.** CISD should purchase a computerized routing and scheduling system in 2005–06 to operate its fleet more efficiently and to respond more rapidly to the district's continuing growth.
- **Recommendation 68 (p. 140): Apply a staffing formula to bus driver positions.** CISD should apply the following staffing formula to properly determine the appropriate number of driver positions: one driver per route, plus an appropriate margin to cover absent drivers, and enough additional drivers to cover field trips.
- **Recommendation 69 (p. 141): Develop a policy that determines the fleet mix to match the vehicle size to ridership.** The district should determine the mix of buses based on the number of students on each route. For each route that runs at less than 50 percent

capacity of a large bus, the district should use a small bus.

- **Recommendation 70 (p. 141): Implement a regular fleet procurement plan.** CISD should implement a regular bus procurement schedule that replaces large buses after 15 years and small buses after 10 years. This replacement schedule should be phased in over time to reduce the financial impact in any one year.
- **Recommendation 71 (p. 142): Evaluate the mechanic staffing needs annually using the standards outlined in the Transit Cooperative Research Program Report 54.** Based on these standards, CISD's bus fleet requires four mechanics, assuming 15 buses per mechanic, plus one additional mechanic to maintain the support fleet, for a total of five mechanics.
- **Recommendation 72 (p. 143): Develop an incentive policy to ensure mechanics become National Institute for Automotive Service Excellence (ASE) certified.** CISD should encourage mechanics to become ASE-certified and offer a bonus for those mechanics that successfully receive their certification.
- **Recommendation 73 (p. 143): Follow Texas Education Agency reporting requirements by reporting regular and hazardous routes separately.** The transportation coordinator should begin reporting the hazardous routes and mileage separately on the Transportation Route Services Report and should examine past years' reports to determine if the 10 percent cap on hazardous route reimbursements has been exceeded.
- **Recommendation 74 (p. 144): Provide fueling capability at the new Horizon bus facility.** CISD should install a fueling station at the new Horizon bus facility. Providing this capability in-house will eliminate the need for drivers to shuttle to a public gas station, reducing time and travel requirements and exposure to potential accidents.

### **DETAILED ACCOMPLISHMENTS**

#### **INCREASED PROFESSIONALISM**

The transportation coordinator has increased the professionalism of the Transportation Services workforce. Since the coordinator's hiring in 2002, CISD has purchased uniforms for all drivers, eliminating the practice of drivers wearing their street clothes. The coordinator implemented a six-hour per day guarantee to provide drivers with greater certainty over their pay expectations. Absenteeism

and drivers' days off are now tracked to monitor driver performance and staffing needs. Previously, drivers did not have to sign a request for days off, resulting in difficulty tracking the need for substitute or "cover" drivers. In addition, the transportation coordinator staggered the working hours of his office staff to provide additional coverage during the working day. The dispatcher reports for work at 5:00 AM, and one mechanic is on duty until 9:30 PM Tuesday through Friday. These staggered hours provide support to the drivers, who are on their regular routes from 5:30 AM until 8:00 PM. A transportation handbook was prepared and issued to all transportation employees. This handbook clearly specifies the job requirements, and the drug/alcohol screening and physical examinations. A background check is conducted for all employees at the time of initial employment, and annual physical and drivers license record reviews are performed.

#### **COORDINATED BELL TIMES**

The transportation coordinator worked with the school principals to establish coordinated bell times for the schools. This coordinated system increased the number of schools that could be served by individual buses and drivers and increased the supervision of students at the schools. Previously, buses served more than one school by dropping off students at the first school before the opening of the campus. Students were left unsupervised until the teachers arrived. With the coordinated bell system, CISD officials told the TSPR staff that some schools begin earlier in the morning, allowing teachers to supervise the students when they were dropped off by their buses. Some bus routes were able to serve additional schools, reducing the cost of transportation by reducing the number of separate routes and drivers that would be required.

#### **MULTIPLE OPERATING FACILITIES**

Transportation Services has established three bus barns to control costs. CISD is divided into three distinct areas—Clint on the south, Horizon City in the middle, and East Montana in the north. Each of these areas has their own set of schools and is separated from each other by long distances of undeveloped areas. Clint is 12 miles and 30 minutes from Horizon City, and Horizon City is 12 miles and 30 minutes from East Montana. The Hueco Tanks area, located at the north end of the district, is 14 miles and 45 minutes from East Montana. The total distance from one end of the district to the other is 38 miles, or 1 hour and 45 minutes.

The transportation coordinator has established a bus barn in each area to minimize the "deadhead" travel required for each bus. "Deadheading" is the time and mileage required between the bus barn and the start

of the bus routes. This arrangement has reduced the number of pay hours required for drivers, minimizes wear and tear on the buses thereby prolonging their life, and decreases the amount of time required to respond to service breakdowns. Without these separate facilities, if all buses operated from their historic base in Clint, operations cost would be approximately \$270,000 more per year. This calculation is based on an additional hour per day twice a day for 22 routes in Horizon City; an additional two hours per day twice a day for 18 routes in East Montana, multiplied by 178 school days per year, multiplied by the midpoint hourly wage rate of \$13.00 per hour.

Besides stationing buses in each area, the transportation coordinator established maintenance facilities in each area. Horizon City's capabilities expanded in February 2005 with the opening of a new, purpose-built transportation facility. This facility includes two maintenance bays with a lube pit, office space, and a paved parking lot. It replaces a dirt lot and trailer adjacent to Desert Hills Elementary, where maintenance facilities were limited. The main maintenance activity moved from Clint to Horizon City at that time, centralizing most maintenance at the geographic center of the district. With this centralization, buses will no longer travel one hour from East Montana to Clint for major preventive maintenance services.

In East Montana, the transportation coordinator improved maintenance capabilities by taking over one maintenance bay no longer being used by the Facilities Maintenance department. The transportation coordinator worked with this department to arrange for Transportation Service to take over this bay. Previously, mechanics had to work on the buses in an unpaved, unsheltered lot, which greatly minimized the amount of servicing they could do. Now, preventive maintenance work can be performed in East Montana in a sheltered location.

### **DETAILED FINDINGS**

#### **COMPUTERIZED ROUTING AND SCHEDULING SOFTWARE (REC. 67)**

CISD does not have a computerized software package to aid in developing the routing and scheduling of the transportation service. As a rapidly growing and geographically large district, the lack of this capability limits the efficiency of operation. The 51 bus routes are routed and scheduled manually by the Transportation Service staff. These routes are updated at least annually with the start of a new school year, and more often if required by student increases or relocations in the district. During the course of the School Performance Review team

examination, two additional routes were being added because of changes in demand.

Manual routing and scheduling is acceptable for smaller districts with few bus routes or with few changes from year to year. Clint's fleet size has grown to the level that it is no longer small, and the continuing growth in enrollment adds to the complexity of scheduling routes by hand. The opening of new schools and the associated redrawing of attendance zone boundaries further complicate Clint's situation. When this change occurs, all bus routes to the affected schools must be modified and rescheduled.

Computerized routing and scheduling programs have a long history of successfully saving school districts money by reducing the number of bus routes required to serve the students, which reduces the number of drivers, buses, and mechanics required. These programs are offered for purchase by multiple vendors or as part of an annual support package. Depending on the staffing levels at a district and the sophistication of the staff, one or the other option may be more appropriate.

The optimization feature of a routing and scheduling package analyzes the location of students, the schools, the roadway network, and limitations on attendance zones and hazardous walking areas. Based on this input data, the optimizer will develop routes that minimize the mileage, time, or both for the system as a way to minimize costs, vehicles, and personnel requirements. An optimization feature is especially critical when new schools are opened or attendance zones are redrawn. In these events, the bus routes must be modified to ensure students are being carried in the most efficient manner to their new schools. In the Horizon City area, a further complication is the rapid construction of new neighborhoods in previously unsettled areas. Each new neighborhood requires one to three new bus routes (for the levels of school) to carry the new students.

Several school districts have realized savings from using a computerized optimization approach. School districts that have realized these savings include Alvin ISD and Brownsville ISD. In 2003–04, Alvin ISD began using a computerized system that enabled the district to save approximately 5 percent of their bus routes. Brownsville ISD realized an estimated savings of 15 percent in scheduling labor hours. According to one vendor, savings of 10 to 25 percent are typical.

CISD should purchase a computerized routing system to operate its fleet more efficiently and to respond more rapidly to the district's continuing

growth. A conservative estimate of the potential savings to CISD from implementing a computerized scheduling system is 5 percent in the first year, the same savings realized by Alvin ISD.

The 5 percent in savings is \$96,890 ( $0.05 \times \$1,937,805$  [operating costs] = \$96,890), beginning in 2006-07 this is an ongoing savings in costs that would otherwise occur each year.

Offsetting these savings is the cost of the software and the annual cost of maintenance and training. Software costs can vary widely depending on the options purchased, with vendors quoting a range from \$5,000 to \$16,000 as a one-time purchase cost, plus annual costs that range from \$2,250 to \$6,000 for maintenance and training. System maintenance includes updates of addresses of new residential development and changes in local maps.

Vendors will provide training on basic software operation but do not provide the training to understand, interpret, and modify the results. Round Rock ISD (RRISD) offers this type of support for users of the Transfinder software. RRISD's Transportation Department contracts with many districts across Texas to train their staff on interpreting the results and optimizing the routes. Training provided by RRISD usually provides a level of knowledge to the district that will allow them to effectively use their routing software without further consultation. Based on a cost of \$50 for each bus run (one bus on a route that ends at one school), the estimated cost is \$4,150 ( $\$50 \times 83$  bus runs).

CISD should purchase a computerized routing and scheduling package for 2005-06 to operate its fleet more efficiently and to respond more rapidly to the district's continuing growth. An objective, analytical analysis provided by a software package offers the potential for significant savings, especially in school districts as geographically large as CISD that add bus routes and new schools yearly. The fiscal estimate assumes an interlocal agreement would be executed with RRISD to provide hands-on assistance in applying the results. Total startup costs would be \$9,150 ( $\$5,000$  initial purchase +  $\$4,150$  training =  $\$9,150$ ) with \$2,250 in maintenance and update costs for each subsequent year. Because the district may not be able to procure and implement this system until the middle of the 2005-06 school year, savings for the first year should be halved, resulting in gross savings of \$48,445. Savings will be \$94,640 ( $\$96,890 - \$2,250 = \$94,640$ ) in each subsequent year.

#### **BUS DRIVER STAFFING FORMULA (REC. 68)**

CISD does not have a staffing formula to calculate how many driver positions are needed. Too many

driver positions increase the costs of transportation and results in inefficient use of personnel, while too few positions results in students not arriving on time for school. CISD has 60 driver positions and operates 51 routes in maximum service. One driver is required for each route, plus sufficient drivers to cover for drivers that are absent due to illness or other circumstances, and for temporarily unfilled positions.

The Transit Cooperative Research Program (TCRP) Report 54: Management Toolkit for Rural and Small Urban Transportation Systems recommends 10 percent extra drivers as "cover" drivers in the public transit industry. At this level, five drivers would be required for CISD's 51 routes. To determine whether this standard applies to CISD, the number of absences during 2003-04 was reviewed. Total absences were 497, or an average of 2.8 vacancies on each of the 178 school days. The vacancy rate varied during the school year, with the standard deviation of vacancies being 0.6. To provide coverage for 98 percent of the days, 4.0 "cover" drivers are required. This number is calculated by adding two standard deviations to the average number of vacancies ( $2.8 + (2 \times 0.6) = 4.0$ ). For the 2 percent of the days when more than four drivers are absent, the office staff is able to provide additional coverage because all have their Commercial Drivers Licenses (CDL).

Additional driver positions are required to cover for field trips that occur during the time of the regular school bus runs. From an analysis of field trips during the first eight weeks of 2004-05, the average number of field trip conflicts with scheduled routes was three per day. These conflicts varied significantly over the week, with less than one average field trip conflict on Monday but five average field trip conflicts on Wednesday and Friday. Only two schedule conflicts occurred on the typical Tuesday and Thursday. Most conflicts were in the evening, primarily for sporting events, when two fewer schedule trips are made (49 instead of 51 morning trips).

CISD should apply the following staffing formula to properly determine the appropriate number of driver positions: one driver per route, plus an appropriate margin to cover absent drivers and enough additional drivers to cover field trips. This formula results in 51 drivers for regular routes, four "cover" drivers, and one additional driver position for the average daily field trip conflict. (Since most conflicts occur in the evening when two fewer scheduled bus runs are made, one additional position plus two of the 51 morning positions can cover the average day.) This totals 56 total driver positions. CISD should reduce the current number of driver positions by four positions in 2005-06. The estimated savings in

2005–06 is projected to be \$11,483 per position based on the average driver wages, for a total wage savings of \$45,932. With an additional 10 percent in fringe benefits plus \$2,796 per position in medical benefits, total savings will be \$61,708.  $[(\$11,483 + \$1,148 + \$2,796) \times 4 \text{ drivers} = \$61,708]$ .

### **FLEET MIX (REC. 69)**

CISD does not have a policy that allows for the efficient use of long and short buses to routes dependent on their ridership levels. The fleet comprises 53 large buses (Type C or D) and 11 small buses (Type A or B). The large buses have a seating capacity of 71 to 84 elementary students, assuming three students per seat. The smaller buses have a seating capacity of 46 to 48 students, with one van that seats five students. Of the 40 regular routes, three have fewer than 26 students on board for only 37 percent capacity, or less than one student per seat on a large bus. All of the 11 special routes have fewer than 26 students or only 54 percent capacity rate.

Smaller buses are less expensive to purchase than large buses, and they consume less fuel. They can travel on narrower streets and more easily turnaround in neighborhoods with substandard roadways. The Transportation supervisor noted that some routes are difficult for the larger buses, especially in the Hueco Tanks area. Smaller buses are better able to turn around than are the larger buses. The cost differential between the two bus sizes is about \$15,000. Small buses cost about \$47,000 each, and large buses cost about \$62,000 each, based on the most recent CISD purchases. The tradeoff is that the smaller buses have a shorter lifespan at 10 years, compared to 15 years for large buses. Over a 30-year period, a small bus would be replaced three times at a cost of \$141,000,  $(3 \times \$47,000 = \$141,000)$ , while a large bus would be replaced twice at a cost of \$124,000  $(2 \times \$62,000 = \$124,000)$ . The small bus costs \$17,000 more over 30 years. However, considering the five-year timeframe of this report's projected fiscal impact, this marginal increase in cost for small buses will be disregarded.

Offsetting the higher lifespan cost for the smaller buses is their lower fuel consumption. Based on a US Department of Energy study of alternative fuels in school bus fleets, the average small diesel school bus gets 13.3 miles per gallon (mpg), while the larger diesel school buses get 6.6 mpg. The average CISD school bus travels 15,500 miles per year  $(944,902 \text{ miles divided by } 61 \text{ active buses} = 15,490)$ . At the December 1, 2004, price paid by CISD for diesel fuel of \$1.655 per gallon, the average large bus uses \$3,900 in fuel annually, while the average small bus uses \$1,900 annually, a difference of \$2,000 annually in fuel costs. Over a 30-year period, the average small

bus would use \$60,000 less in fuel than a large bus, more than offsetting the \$17,000 in purchase costs over that time.

The district should develop a policy that determines the fleet mix to match the vehicle size to ridership. For each route that runs at less than 50 percent capacity of a large bus, the district should use a small bus. This standard allows the district to utilize small buses for routes with few students, while minimizing the risk of having a fleet mix that cannot expand to accommodate growing ridership demands. Using this standard, in 2004–05 the student loads on each route require 37 large buses and 14 small buses to provide enough seats. Additional buses are needed for each subfleet to provide spares for buses that are inoperable because of maintenance or repairs. The public transit industry standard spare ratio is 20 percent, or seven large buses and three small buses for the district's fleet. The ideal total fleet size for CISD, per industry standard, is 44 large buses  $(37 + 7 = 44)$  and 17 small buses  $(14 + 3 = 17)$  for a total of 61 buses. This recommended fleet mix requires nine fewer large buses and six more small buses than CISD's current fleet. To minimize the number of spare parts required, both sizes of buses should be from the same manufacturer, to the extent possible.

In 2005-06, purchasing four small buses and retiring one small bus should give the district \$6,000 in fuel savings  $(3 \text{ small buses} \times \$2,000 \text{ savings in fuel costs} = \$6,000)$ . In the second year, four small buses should be purchased, and one more small bus should be retired. When the combined net effects of three additional small buses from year one and three additional small buses from year two are combined, or  $(6 \text{ small buses} \times \$2,000 \text{ savings in fuel costs} = \$12,000)$ . If the district maintains its inventory at the recommended level of 17 small buses, it should continue seeing a marginal savings of \$12,000 each year in fuel costs.

The fiscal impact of for the purchase and disposal of buses will be covered in the bus replacement plan recommendation (Rec. 70).

### **BUS REPLACEMENT PLAN (REC. 70)**

CISD does not have a bus replacement plan and does not regularly budget for bus replacements. The district purchases varying numbers of buses from year to year. Between 1987 and 2004, bus purchases have ranged from a high of 26 buses purchased in 1995–96 to a low of no bus purchases in six of the years. **Exhibit 9-1** shows the fleet inventory by model year.

The National Association of State Directors of Pupil Transportation Services released an issue paper on school bus replacement cycles. According to this

**EXHIBIT 9-1  
CISD FLEET INVENTORY BY MODEL  
YEAR: 1987 THROUGH 2004**

MODEL YEAR	REGULAR (LARGE) BUSES	SPECIAL (SMALL) BUSES
1987	4	1
1988	0	0
1989	2	1
1990	0	0
1991	0	0
1992	0	0
1993	0	0
1994	0	0
1995	3	0
1996	20	6
1997	3	2
1998	2	0
1999	1	1
2000	4	0
2001	5	0
2002	1	0
2003	3	0
2004	5	0
<b>Total Fleet</b>	<b>53</b>	<b>11</b>

SOURCE: CISD Transportation Services, January 2005.

paper, studies conducted in the mid-1980s in California and Washington concluded that the annual operating costs of regular (large) school buses (known as Type C and D) began to increase significantly after 12 years of use. A 2000 study in South Carolina on Type D school buses concluded that 15 years or 250,000 miles should be adopted as the bus replacement cycle. No studies were found on small (Types A and B) buses. The paper concluded with a recommendation that school districts adopt a lifespan of 12-15 years for large buses and 8-10 years for small buses.

The irregular bus purchase history of CISD results in about one-third of the fleet reaching the end of its useful life at the same time. As this event approaches, maintenance costs will increase as the average fleet age increases. Buses out for service may exceed the number of spare buses in the fleet. The district will face a large capital cost to replace all of the old buses in the same year.

**EXHIBIT 9-2  
FISCAL IMPACT OF BUS REPLACEMENT PLAN\***

FISCAL YEAR	HISTORIC AVERAGE	RECOMMENDED EXPENDITURE	RECOMMENDED SALVAGE VALUE	NET FISCAL (COST) OR SAVINGS
2005-06	\$62,000 x 3 = \$186,000	\$47,000 x 4 = \$188,000	\$3,000 x 4 + \$1,800 x 1 = \$13,800	\$186,000 - \$188,000 + \$13,800=\$11,800
2006-07	\$62,000 x 3 = \$186,000	\$47,000 x 4 = \$188,000	\$3,000 x 2 + \$1,800 x 1 = \$7,800	\$186,000 - \$188,000 + \$7,800=\$5,800
2007-08	\$62,000 x 3 = \$186,000	\$47,000 x 2 = \$94,000	\$3,000 x 3 + \$1,800 x 2 = 12,600	\$186,000 - \$94,000 + \$12,600=\$104,600
2008-09	\$62,000 x 3 = \$186,000	\$62,000 x 3 + \$47,000 x 2 = \$280,000	\$3,000 x 3 + \$1,800 x 2 = 12,600	\$186,000 - \$280,000 + \$12,600=(\$81,400)
2009-10	\$62,000 x 3 = \$186,000	\$62,000 x 3 + \$47,000 x 2 = \$280,000	\$3,000 x 3 + \$1,800 x 2 = 12,600	\$186,000 - \$280,000 + \$12,600=(\$81,400)

SOURCE: Wilbur Smith Associates calculations.

CISD should implement a regular bus procurement schedule that replaces large buses after 15 years and small buses after 10 years. This replacement schedule should be phased in over time to reduce the financial impact in any one year. Based on the recommended fleet size and composition, CISD's bus fleet should consist of 44 large buses (based on a 15 year lifespan) and 17 small buses (based on a 10-year lifespan).

Offsetting the costs for purchasing new buses will be the savings realized by the salvage value of retiring buses. The average large school bus salvage value is approximately \$3,000, while the average small school bus salvage value is about \$1,800. Under the fleet mix (Rec. 69) and bus replacement plan recommendation, CISD will save money in the first three years, since it would be purchasing fewer buses than the historic averages. In 2005-06, four of the oldest large buses and the oldest small bus would be retired, and four small buses would be purchased. In 2006-07, the next two oldest large buses and the next oldest small bus would be retired, and four small buses would be purchased. The special fleet will now be at the recommended 17 small buses. In 2007-08, the next three oldest large buses and next two oldest small buses would be retired and two small buses would be purchased. The regular fleet is now at its recommend 44 buses. In 2008-09 through 2009-10, three large buses would be purchased and retired, and two small buses would be purchased and retired. **Exhibit 9-2** reflects the net fiscal impact of this recommendation: The financial impact table shows the net result of recommended purchases compared with the historic averages.

**MECHANIC STAFFING FORMULA  
(REC. 71)**

CISD does not use an industry standard formula to base the number of mechanics on the overall size of the fleet. The number of mechanics in CISD is insufficient for the fleet size. CISD has a total bus fleet of 64 buses in route service plus two activity bus for long distance trips. Transportation Services is also responsible for the maintenance of all gas

vehicles for the district. The support fleet comprises 19 vans and trucks.

Four mechanics maintain this fleet. One mechanic is stationed at each bus barn, plus one mechanic works evenings to maintain the support fleet. The shop foreman said he could not send his mechanics to training courses because of the backlog in maintenance that would occur. According to the Transit Cooperative Research Program (TCRP) Report 54: Management Toolkit for Rural and Small Urban Transportation Systems, one mechanic can maintain 5-20 body-on-chassis buses and 15-30 vans.

CISD should evaluate its mechanic staffing needs annually using the standards outlined in the TCRP Report 54. Based on these standards, CISD's bus fleet requires four mechanics, assuming 15 buses per mechanic, plus one additional mechanic to maintain the support fleet, for a total of five mechanics.

CISD should hire one additional mechanic for the bus fleet. At a midpoint wage rate of \$13 per hour and 2,080 hours per year, a mechanic will earn \$27,040 annually. With 10 percent in fringe benefits plus \$233 per month in medical benefits, the financial impact to the district is \$32,540 annually (\$27,040 + \$2,704 + \$2,796).

The additional mechanic also provides "cover" for mechanics out sick or undergoing training. The additional mechanic will improve the quality of the maintenance work by allowing the mechanics to be trained.

#### **MECHANIC CERTIFICATION (REC. 72)**

CISD does not offer any incentive policy for mechanics to increase their skills and be certified by the National Institute for Automotive Service Excellence (ASE), thereby reducing their level of competence over time and lessening the quality of their repairs. Certified mechanics provide more accurate fault diagnosis, which allows more items to be repaired correctly the first time. For mechanics, the appropriate training is offered by the National Institute for Automotive Service Excellence. ASE offers test series for a variety of vehicles and systems, including automobile, heavy truck, electronics, and other fields. One field of study is for school buses. Seven certifications are offered: 1) body systems and special equipment; 2) diesel engines; 3) drive train; 4) brakes; 5) suspension and steering; 6) electrical/electronic systems; and 7) air conditioning systems and controls. The shop foreman has investigated the potential for this training and has identified vendors that offer training. Certification exams are held twice per year, and retesting is required every five years.

While the district does not provide an incentive program to certify its mechanics, CISD's own bus

maintenance policy indicates that mechanics must inspect buses and run complicated tests, adjustments, or extensive repairs. The district's Bus Maintenance policy CNBA(R) requires that "each time the vehicle is brought in for routine maintenance, such as an oil change, the vehicle will be lubricated and inspected by a mechanic." The policy further states that the maintenance system will include the following: 1) Daily inspection and service by the driver regarding such items as oil, water, lights, brakes, and so forth. 2) The service included at the time of lubrication and inspection, such as adjustments, tests, and so forth. 3) More comprehensive tests, adjustments, repairs, and replacements. 4) Extensive repairs as replacement of piston rings, engine bearings, body repair, and painting, and so forth.

Some districts like Clear Creek ISD offer an increase in hourly pay for mechanics that receive certification. For each certification, up to three, the mechanic receives an increase in pay of \$0.15 per hour, or \$312 per year per certification.

CISD should develop an incentive policy to encourage mechanics to become ASE-certified and offer a bonus for those mechanics that successfully receive their certification. Training and certification costs are less than \$500 per course. A recommended bonus for the successful completion is \$300 for each certification.

For the current four mechanics, assuming each becomes certified in four of the exams, the one-time cost would be \$8,000 (4 mechanics x 4 exams x \$500 exam cost = \$8,000). This cost would recur every five years as mechanics are recertified. Annual costs for the incentive are \$4,800 (4 mechanics x 4 exams x \$300 incentive = \$4,800) once all mechanics have passed the program.

The fiscal impact estimate assumes the incentives are disbursed in 2006-07 while the mechanics prepare for the exams in 2005-06. In 2006-07, the assumption is also that two of the four mechanics complete the exams for a cost of \$2,400. In years 2007-08 through 2009-10, the cost will be \$4,800 annually.

These costs are likely to be offset by improvements in productivity, but insufficient information exists to quantify these savings.

#### **TEA HAZARDOUS REPORTING REQUIREMENTS (REC. 73)**

CISD does not follow the TEA instructions for reporting hazardous routes and mileage, possibly resulting in the district receiving too large of a transportation allotment. "Regular" routes and "hazardous" routes are not reported separately. The Transportation Route Services Report requires

school districts to report “two-or-more-mile service” separately from “hazardous” service. Under TEA funding, the costs of school transportation are eligible for reimbursement only for riders that live two or more miles from their school, unless the walking conditions have been declared hazardous by the school board.

TEA reimburses school districts at the same rate for these two groups, but the reimbursement for hazardous service shall not exceed 10 percent of the amount for two-or-more-mile route service. By grouping the categories together, CISD may be exceeding their hazardous service reimbursement. In such a case, CISD will have to pay funds back to TEA.

The transportation coordinator should begin reporting the hazardous routes and mileage separately on the Transportation Route Services Report and should examine past years’ reports to determine if the 10 percent cap on hazardous route reimbursements has been exceeded.

The fiscal impact to CISD is unknown since the ridership and mileage associated with the hazardous program has not been reported separately. Hazardous routes have been declared in the Horizon area. The percentage of the costs for these routes is unknown.

#### **FUELING AT HORIZON FACILITY (REC. 74)**

The district lacks fueling capacity at the Horizon bus facility. Buses stationed at the Horizon bus facility are currently being fueled at a gas station separate from the CISD facility, consequently exposing the fleet to increased risks of accidents, increased travel mileage, and additional driver time for fueling. Buses using public gas pumps must maneuver around automobiles and gas pumps and wait in line with the public to access the standard pumps. In addition, no more than four buses can be fueled at one time.

This practice was started to avoid having a fuel tank placed at the bus facility adjacent to Desert Hills Elementary. Unlike Clint, where a corporate fueling station is nearby, no such facility exists in Horizon City. Use of the nearby gas station represented an imaginative way to establish a bus facility in the

Horizon City area and was convenient to the Desert Hills lot since it was only 0.9 miles away.

The contract with the district’s current distributing company is through a cooperative gasoline purchase through Region 19. The pricing is \$0.10 over the weekly Oil Price Information Service (OPIS) rate for the El Paso Terminal. For the week of December 1, 2004, this price was \$1.495 per gallon for unleaded gasoline and \$1.655 per gallon for diesel. In comparison, for the same week, the gas station used in Horizon City charged \$0.04 per gallon more (\$1.535) for regular and the same price per gallon as the district’s distributor for diesel. If this differential held throughout the year, the local gas station charged about \$1,400 more than the district’s distributor would have, based on an estimated 35,000 gallons purchased.

With the opening of a purpose-built facility for transportation, this temporary arrangement should be reconsidered. Additionally, the gas station’s price per gallon is higher than the equivalent contract with the district’s distributor.

The East Montana facility has a 1,000-gallon above-ground tank supplied by the district’s distributor. Drivers can fuel their buses at this facility without having to drive to a remote location or wait in line with the public. A similar arrangement is possible for the new Horizon facility, but CISD would be required to purchase a pump and the monitoring equipment. This cost is estimated to be \$1,000 in the first year, although it may be possible to have the fuel vendor install it free of charge.

CISD should install a fueling station at the new Horizon maintenance facility. This fueling capability will eliminate the need for drivers to shuttle to a public gas station, reducing time requirements and exposure to potential accidents. The potential savings will depend on whether the district’s vendor charges a delivery fee. If not, the annual savings is estimated to be \$1,400. In the first year, this savings is estimated to be \$400 (\$1,400 less \$1000 in one-time setup costs).

For background information on Transportation, see p. 224 in the General Information section of the Appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>		<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 9: TRANSPORTATION</b>								
67.	Purchase a computerized routing and scheduling system.	\$48,445	\$94,640	\$94,640	\$94,640	\$94,640	\$427,005	(\$9,150)
68.	Apply a staffing formula to bus driver positions.	\$61,708	\$61,708	\$61,708	\$61,708	\$61,708	\$308,540	\$0
69.	Develop a policy that determines the fleet mix to match the vehicle size to ridership.	\$6,000	\$12,000	\$12,000	\$12,000	\$12,000	\$54,000	\$0
70.	Implement a regular fleet procurement plan.	\$11,800	\$5,800	\$104,600	(\$81,400)	(\$81,400)	(\$40,600)	\$0
71.	Evaluate the mechanic staffing needs annually using the standards outlined in the Transit Cooperative Research Program Report 54.	(\$32,540)	(\$32,540)	(\$32,540)	(\$32,540)	(\$32,540)	(\$162,700)	\$0
72.	Develop an incentive policy to ensure mechanics become National Institute for Automotive Service Excellence (ASE) certified.	\$0	(\$2,400)	(\$4,800)	(\$4,800)	(\$4,800)	(\$16,800)	(\$8,000)
73.	Follow Texas Education Agency reporting requirements by reporting regular and hazardous routes separately.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
74.	Provide fueling capability at the new Horizon bus facility.	\$1,400	\$1,400	\$1,400	\$1,400	\$1,400	\$6,000	(\$1,000)
<b>Totals-Chapter 9</b>		<b>\$96,813</b>	<b>\$140,608</b>	<b>\$237,008</b>	<b>\$51,008</b>	<b>\$51,008</b>	<b>\$576,445</b>	<b>(\$18,150)</b>





# Chapter 10

## Computers and Technology

Clint Independent School District



# CHAPTER 10

## COMPUTERS AND TECHNOLOGY

CISD's Technology and Information Services Department (TIS) supports instruction by providing a wide variety of technology services. The TIS Department develops and maintains computer-based information systems and coordinates instructional and assistive technology programs for the district. The department's personnel include the director of TIS, a secretary, the instructional technology coordinator, two network managers, three technology field specialists, a Web integration specialist, and a help desk clerk. Districtwide technology expenditures totaled \$6.4 million for 2003–04, or \$779 per student. The 2003–04 budget for the TIS Department was \$1.5 million. The department supports 2,383 computers, including 74 servers. All campuses and classrooms have direct connections to the Internet. There are 1,946 computers available to students. The 2003–04 computer to student ratio was 1:4.63. CISD's technology plan includes computer refresh targets of a 1:1 computer to student ratio, which is recommended by the State Board of Education's 1996–2010 Long-range Plan for Technology.

The district has made significant progress toward achieving goals defined in the 2004–2007 Technology Plan. The 2004–2007 Technology Plan focuses on guiding technology decisions by defining objectives, activities, and timelines in accomplishing four major technology-related goals:

- building a state-of-the-art telecommunications and technology infrastructure;
- preparing teachers to support the integration of technology into the curriculum;
- creating equitable access to technology for all CISD stakeholders; and
- providing support in all areas of technology and telecommunications application.

CISD's technology mission statement states, "The use and training of technology at CISD will help develop fully educated, adaptable, and inventive individuals who can demonstrate resourcefulness, teamwork, and problem solving skills. Promoting telecommunications is key to bringing people together to work in concert for the benefit of our students and to create a community of technologically literate learners. By utilizing technology to provide an optimal learning environment for educational innovation, teachers, administrators and all staff have available the tools required in preparing students to enter into a global competitive economy."

### ACCOMPLISHMENTS

- CISD offers a challenging course of study in the field of information technology, where students have built more than 200 desktop computers that are approximately five to ten percent less expensive than those purchased from major computer manufacturers.
- CISD uses instructional media, video conferencing, and video streaming to enhance student learning experiences, maximize professional development, and provide access to board meetings for community members who otherwise have no access.
- CISD made disaster planning a top priority to prevent data loss and maintain business continuity in times of crisis. CISD entered into a reciprocal agreement for disaster recovery with Regional Education Service Center XIX (Region 19).
- CISD's website has been completely revamped since 2003–04. The website has a new look and additional features, is more user-friendly, and has faster response times as a result of database enhancements.

### FINDINGS

- CISD has not performed a formal needs assessment of its administrative technology. The current technology does not fully meet districtwide business requirements, specifically in the areas of ease of use, data mining, automation of key functions, and management reporting.
- CISD does not have a districtwide policy that defines mandatory proficiency levels for teachers or timeframes for becoming proficient or integrating technology into the curriculum.
- CISD's Technology and Information Services Department (TIS) does not have formal assessment and evaluation measures to gauge performance and identify areas for improvement related to cost efficiency, quality of service, and staffing levels.

### RECOMMENDATIONS

- **Recommendation 75 (p. 150): Conduct a formal needs assessment to develop business requirements to determine the most appropriate administrative technology solution for the future.** The requirements should be categorized as functional and non-functional. Functional requirements state what

the product provides in order to meet the business needs of each functional area. Non-functional requirements are quantifiable statements specifying how well or to what level a functional requirement is to be provided.

- **Recommendation 76 (p. 151): Establish a districtwide policy with professional development goals for teachers regarding mandatory technology proficiency levels and timeframes for becoming proficient.** Training is critical for effective use of technology. Teachers must be comfortable with instructional technology and know how to integrate it effectively into their teaching.
- **Recommendation 77 (p. 152): Develop a set of metrics to track trends and compare CISD's technology function against established benchmarks.** Measuring the performance of the TIS Department's daily operations will help identify opportunities for improvement. Assessment and evaluation measures should include measurable goals and objectives, performance indicators, quality measures, and benchmarks or standards for comparison purposes.

### **DETAILED ACCOMPLISHMENTS**

#### **MOUNTAIN VIEW HIGH SCHOOL INFORMATION TECHNOLOGY INSTITUTE**

CISD offers a challenging course of study in information technology for students in grades 9 through 12. The program, called the Information Technology Institute, is conducted at Mountain View High School. Students from each high school can

enroll in the IT Institute. Transportation to the IT Institute is provided for students at the Clint and Horizon high schools. The goal of the IT Institute is to graduate students who, after a four-year course of study, will be prepared to work towards the following:

- the A+ certification, which acknowledges acquirement of the essential skills for computer hardware service and repair;
- the I-Net+ certification, which acknowledges comprehensive knowledge of the Internet; the Microsoft certification, which acknowledges that the recipient can implement, configure, administer, and troubleshoot information systems; and
- an entry-level information technology position upon graduation.

The IT Institute also strives for its students to study all of the offered aspects of technology during enrollment.

**Exhibit 10-1** provides the IT Institute enrollment for 2004–05.

**Exhibit 10-2** provides the number of certification accomplishments from 2002–03 to 2004–05.

Students enrolled in the IT Institute also build desktop computers that are used in computer labs and classrooms. Approximately 200 computers have been built and used at the Mountain View High School campus since the program began in 2001–02. The IT Institute faculty estimates the cost to build computers at the IT Institute is approximately 5 to 10 percent less than computers purchased from the

#### **EXHIBIT 10-1**

#### **MOUNTAIN VIEW HIGH SCHOOL IT INSTITUTE ENROLLMENT 2004–05**

<b>GRADE</b>	<b>GIRLS</b>	<b>BOYS</b>	<b>TOTAL</b>
9 <sup>th</sup>	6	14	20
10 <sup>th</sup>	7	*	12
11 <sup>th</sup>	*	13	17
12 <sup>th</sup>	*	11	14
Total	20	43	63

\*NOTE: Less than five are unidentified per the Family Education Rights and Privacy Act (FERPA).  
SOURCE: Information Technology Institute faculty, January 2005.

#### **EXHIBIT 10-2**

#### **MOUNTAIN VIEW HIGH SCHOOL IT INSTITUTE CERTIFICATE ACCOMPLISHMENTS**

<b>YEAR</b>	<b>NUMBER OF STUDENTS</b>	<b>CERTIFICATE</b>
2002–03	8	A+
2003–04	8	A+
2003–04	*	Network+
2003–04	*	Linux+
2004–05	*	Network+

\*NOTE: Less than five are unidentified per FERPA.  
SOURCE: Information Technology Institute faculty, 2005.

major computer manufacturers. The technicians said the quality level and reliability of student-built computers is comparable to those of purchased computers.

### **INSTRUCTIONAL MEDIA**

CISD uses instructional media, video conferencing, and video streaming to enhance student learning experiences, maximize professional development, and provide access to board meetings for community members who otherwise have no access. All campuses use the video streaming service as a distance-learning tool. During 2003–04 and continuing in 2004–05, CISD provided elementary, middle, and high school students additional educational opportunities via video conferencing. During 2004–05, elementary students participated in a videoconference originating from London with the London-based author of *An Indian in My Cupboard* and *Live from the North Pole*. Each session provides a unique opportunity for dialogue between the students and the subject matter expert. In May 2004, elementary students attended a virtual field trip to the Cincinnati Zoo. Read Across America sponsored a Dr. Seuss virtual field trip via video conferencing for third grade students. Middle school students at one campus participated in a videoconference with a campus in South Dakota in which the students at the two schools compared and contrasted the Black Hills of South Dakota with the Franklin Mountains in El Paso. In February 2005, the three middle schools plan to take a cyber field trip to the Museum of Television and Radio to learn about important events that pertain to African-American history. Video conferencing subjects for high school students included a Holocaust survivor, Pearl Harbor activities on December 7<sup>th</sup>, High School Jeopardy, and a virtual field trip to the Cleveland Museum of Art.

CISD also uses video conferencing to maximize professional development by providing instruction to teachers and support staff via videoconferences. In February 2005, the Campus Technology Contacts Meeting will be conducted via videoconference. Video conferencing also benefits community members that may be unable to travel to the administration building by providing broadcasts of all CISD board meetings at a local campus in each feeder pattern.

CISD contracts with Region 19's Instructional Media Services for video streaming services. The video streaming service provides more than 20,000 videos covering pre-kindergarten to university-level subject content. Due to CISD's extensive use of the video streaming services, Region 19 is providing the service for free during the 2005 calendar year. The \$4,000

that CISD budgeted for the service can now be allocated to other educational services.

### **RECIPROCAL AGREEMENT FOR DISASTER RECOVERY**

CISD made disaster planning a top priority to prevent data loss and maintain business continuity in times of crisis. A critical component for disaster planning is a reciprocal agreement with a compatible host organization. A host organization provides the necessary facilities in the event of a disaster. CISD entered into a reciprocal agreement for disaster recovery with Region 19 in March 2004. The two organizations compared compatibility in terms of operating systems and enterprise packages to make sure the mission critical systems could be aligned with minimum expenses. Both organizations use the same mainframe system with compatible backup tape systems, which simplifies the task of moving data between the two locations. In essence, the agreement between the two organizations allows for the following:

- host-based office facilities for up to eight staff for 30 days;
- access to AS/400 and PC facilities for eight staff; and
- periodic testing and checking of the plan.

Compatibility tests between the two organizations have already begun. In April 2004, the two organizations completed a test that ran Region 19's applications at CISD's facility. In January 2005, CISD ran its applications at Region 19's facilities. The disaster recovery plan states that the plan will be updated and tested quarterly.

### **DISTRICT WEBSITE ENHANCEMENTS**

CISD's website has been completely revamped since 2003–04. The website has a new look and additional features, is more user-friendly, and has faster response times as a result of database enhancements. CISD personnel responsible for the new design and functionality worked with the Texas School Public Relations Association to identify design features that were considered the "best designed." CISD also visited and reviewed other school districts' websites for design ideas.

A new feature includes a district calendar that apprises staff, parents, and students of district and campus events. The calendar application, developed in-house, is for both external and internal use. For internal use, the calendar application functions as a scheduling tool. The calendar is used to schedule professional development and important campus meetings and events districtwide. Personnel in each department and campus can schedule and update

meetings, events, and locations using the website. This function has minimized scheduling conflicts among the staff, for example, it prevents rooms from being double-booked for meetings.

Calendars accessible to all website visitors include the following:

- academic;
- athletic;
- lunch menus;
- TAKS testing;
- district activities; and
- curriculum and instruction.

The district activities calendar is a new feature and according to the superintendent is “one of few in the state.” The district activities calendar lists internal and external events. Examples of events on the January 2005 calendar include adult classes for citizenship, English as a Second Language (ESL), and General Educational Development (GED); cabinet meetings; principal meetings; and payroll cutoff dates. The calendar provides the date, time, and location for each event.

The new design also includes a window with scrolling district news updates. Current news items are displayed and previous news articles and publications can be accessed. According to the Community Relations director, the media uses the website extensively, which has reduced the number of requests made to the Community Relations Office for general information about the district. Overall, the website has improved communication to district staff and the community.

### **DETAILED FINDINGS**

#### **MANAGEMENT INFORMATION SYSTEMS (REC. 75)**

CISD has not performed a formal needs assessment of its administrative technology. Beginning in January 2006, the district’s Comprehensive Information Management System (CIMS) will no longer have application support from the company contracted to provide this service. The district has to make a critical decision concerning its core management information system: continue with the existing system, use an alternative system compatible with the existing mainframe platform, or migrate to an alternative system and platform, such as client/server technology that can take the district to the next level. While CISD administrators scheduled meetings beginning in January 2005 to discuss the situation with the current vendor as well as prospective vendors, the district has not fully assessed its

technology needs. For example, CISD’s management information systems do not fully meet districtwide business requirements, specifically in the areas of ease of use, data mining, automation of key functions, and management reporting. Therefore, it is difficult for CISD to analyze and summarize data, due to inefficient or manual processes, and multiple databases. Some examples of how the information systems do not meet the district’s needs include:

- Food Services operating and financial information is not maintained in a central database. Multiple spreadsheets are used to track budget data, inventory and purchasing information, and equipment records.
- Due to the lack of a registration system, professional development data cannot easily be used to evaluate and analyze training sessions.
- Inefficiencies exist in routing and scheduling student transportation because there is not an automated system.
- Running queries to extract data from CIMS is not intuitive and is difficult to learn. Additionally, large amounts of data cannot be downloaded to office automation tools, such as spreadsheet applications, which can be used to filter, sort, and customize the appearance of data.
- Automated information systems do not exist for personnel action forms and employee files.
- The timekeeping system does not interface with the payroll system.

CISD should conduct a formal needs assessment regarding administrative technology to develop business and technical requirements to determine the most appropriate administrative technology solution for the future. The requirements should be categorized into functional and nonfunctional. Functional requirements state what the product should provide in order to meet the business needs of each functional area. The nonfunctional requirements are quantifiable statements specifying how well or to what level a functional requirement is to be provided. A statement of requirements should be unambiguous in setting out the following:

- what the requirement is (functional and nonfunctional);
- who requires it;
- when they require it; and
- why it is needed and how important the requirement is to the district’s needs.

A key factor in developing an effective needs assessment is close consultation and involvement with users to ensure that their needs are understood. Also, special user needs, such as disabled users, novice, and expert users, should be considered. In addition, the district’s long-range technology plan should also be regularly updated to ensure that new goals, objectives, and strategies are included to address how the defined requirements will be achieved.

**TEACHER TECHNOLOGY TRAINING (REC. 76)**

CISD does not have a districtwide policy that defines mandatory proficiency levels for teachers or timeframes for becoming proficient or integrating technology into the curriculum. The district developed and adopted a multilevel certification plan that identifies expected proficiency levels and a process for attaining those competencies. The four levels of competencies are

- **Level 1–Early** – proficiency in using the computer;
- **Level 2–Developing** – proficiency in using the productivity tools;
- **Level 3–Advanced** – teaching and learning integration; and
- **Level 4–Target/Mastery** – continuing education and mentoring.

However, only 9 percent of teachers have fully completed the Level 1 courses. Several teachers only lack one or two courses to complete Level 1 training. The low percentage of fully trained teachers limits integration of technology into the classroom and the curriculum. Surveys completed in February and March of 2003 of more than 400 teachers and

librarians showed that few participants felt technology was substantially integrated in the classroom. The surveys also revealed that campuses differed in technological progress and that some individuals excelled in certain technological areas but needed assistance in other areas. **Exhibit 10-3** lists key questions and responses from the survey.

In addition, CISD did not meet its technology department’s goal of having a minimum of 90 percent of the district’s teachers and librarians achieve Level 1 training by 2003–04, as stated in the district’s technology plan. Level 1 is defined as “early” proficiency in using the computer. **Exhibit 10-4** provides the percentage of teachers that completed Level 1 courses in 2003–04.

Many teachers have not been trained in the following basic skills:

- basic computer use;
- e-mail;
- Internet use;
- word processing;
- spreadsheets; and
- presentation software.

While the district expects teachers to participate in the training, it is not mandated. Principals are expected to encourage their staff to attend training and establish professional development goals that specify timeframes and proficiency levels. Professional development goals are only defined at the campus level and not by a district policy. The district considered offering incentives for completion

**EXHIBIT 10-3  
TEACHER AND LIBRARIAN SURVEY REGARDING TECHNOLOGY**

QUESTION	RESPONSE
“Do you have examples of student work that illustrates how you are integrating technology into the curriculum to improve academic achievement?”	64 percent indicated “No”
“Which best describes your proficiency level in technology integration and use?”	40 percent chose the lowest two levels. (11% indicated no curriculum integration yet and 29% indicated know only the basics)
“Have you participated during the last 3 years in any collaborative technology projects or grants such as Challenge, Technology Integration in Education (TIE), Telecommunications Infrastructure Funds (TIF), etc.?”	80 percent indicated “No”
“Do you use presentation software, such as PowerPoint?”	61 percent indicated “No”
Research / Information Searching	21 percent indicated, “I teach my students to use various electronic databases (online encyclopedias, dictionaries, etc.) to use keywords, limiters and other features of the database to answer their research questions.”
Technology Integration	11 percent indicated “I integrate the use of technology throughout my curriculum.”
Frequency of classroom integration	16 percent indicated technology is used daily in the classroom

SOURCE: Technology Planning Preliminary Teacher Survey – February 2003 and Teacher Use of Technology 2002–03 self-evaluation, Department of Technology Information Services, CISD.

**EXHIBIT 10-4**  
**MULTILEVEL CERTIFICATION PLAN**  
**LEVEL 1 COURSE COMPLETION 2003–04**

<b>LEVEL 1 COURSE DESCRIPTION</b>	<b>PERCENTAGE OF TEACHERS THAT COMPLETED COURSE</b>
Overview and responsible use	100%
Basic computer use	17%
Network orientation	100%
Introduction to e-mail	14%
Introduction to Internet	13%
Word Processing	27%
Spreadsheet	20%
Presentation software	16%

SOURCE: CISD Technology and Information Services Department, January 2005.

of Levels 2 through 4; however, at this time incentives are not offered. Incentives were not considered for Level 1 certification because it is considered to be the standard minimum requirement for all classroom teachers and librarians. Without a district policy that defines timeframes to achieve specified competency levels, the use of technology in instructional programs can be limited.

For example, Smithville Independent School District increased the use of technology in instructional programs by establishing standards and deadlines for teacher proficiency in technology and the integration of technology into the curriculum.

CISD should establish a districtwide policy with professional development goals for teachers regarding mandatory technology proficiency levels and timeframes for becoming proficient. Training is a critical factor in determining whether technology is used effectively. Teachers must be comfortable with instructional technology and must know not only how to use it, but also know how to integrate it effectively into their teaching.

**ASSESSMENT AND EVALUATION**  
**(REC. 77)**

CISD's Technology and Information Services Department does not have formal assessment and evaluation measures to gauge performance and identify areas for improvement related to cost efficiency, quality of service, and staffing levels. Without assessment and evaluation measures, district officials have limited information to make informed decisions. Assessment and evaluation measures include measurable goals and objectives, performance indicators, quality measures, and benchmarks or standards for comparison purposes.

The current technology plan includes a district profile page that is standard for all Texas school district technology plans. The profile consists of the following measures:

- technology expenditures per pupil;

- percentage of campuses with direct connection to Internet;
- percentage of classrooms with direct connection to Internet;
- computer/student ratio; and
- computer/teacher ratio.

While these are relevant measures to evaluate a district's technology operations, the measures are not comparable to a defined goal or benchmark and trend. In addition, data was not included to show changes from previous years.

For example, in 2003–04 the Instructional Technology coordinator conducted a teacher survey to assess their technology usage level, ability, amount of integration, and overall comfort level in regards to technology. However, the survey results were not compared to targeted goals to measure progress.

CISD has created a solid foundation to support technology initiatives by recruiting a sound management team, establishing the Technology Planning Committee, upgrading the technology infrastructure, developing a districtwide vision for instructional technology, and continually reviewing the technology plan. With a solid foundation, focus can be shifted to continued process improvement. Formal assessment and evaluation measures are key management techniques to identify and implement continued process improvements.

Tyler ISD and Angelo State University are developing a set of metrics that will assist the Information Technology team with measuring the performance of the technology department's daily operations.

Many technology departments use performance metrics to gauge effectiveness related to cost, quality, support, and integration. **Exhibit 10-5** shows examples of technology performance metrics.

The district should develop a set of metrics to track trends and compare CISD's technology function

against established benchmarks. Measuring the performance of the TIS Department's daily operations will help identify opportunities for improvement. The TIS Department's performance should be reported on a regular basis to the district superintendent, school board, and the public. Such reports should demonstrate the value and efforts of CISD's technology functions. Assessment and

evaluation measures should include measurable goals and objectives, performance indicators, quality measures, and benchmarks or standards for comparison purposes.

For background information on Computers and Technology, see p. 228 in the General Information section of the appendices.

**EXHIBIT 10-5  
SAMPLE COMPUTERS AND TECHNOLOGY  
PERFORMANCE METRICS**

<b>CATEGORY</b>	<b>PERFORMANCE METRICS</b>
Cost	Technology expenditures per student Internet service cost per student Telephone cost per employee Average repair cost per computer
Quality	Average age of computers Instructional Administrative Average time to resolve trouble tickets Average number of trouble tickets unresolved over 10 days in system Percent of time network services is up and running (monthly)
Support	Computer/technical staff ratio Number of campus-based technical liaisons Ratio of total enrollment to technical staff Computer/student ratio Computer/teacher ratio
Integration	Percentage of classrooms with Direct Internet Connection Ratio of number of hours for instructional technology training to number of teachers/librarians

SOURCE: McConnell, Jones, Lanier, and Murphy LLP, 2005.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 10: COMPUTERS AND TECHNOLOGY</b>							
75. Conduct a formal needs assessment to develop business requirements to determine the most appropriate administrative technology solution for the future.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
76. Establish a districtwide policy with professional development goals for teachers regarding mandatory technology proficiency levels and timeframes for becoming proficient.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
77. Develop a set of metrics to track trends and compare CISD's technology function against established benchmarks.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 10</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>





# Chapter 11

## Safety and Security



# CHAPTER 11

## SAFETY AND SECURITY

Well-managed school districts leverage community resources and cooperate with municipal and county governments to enhance intervention and enforcement initiatives critical to maintaining a safe and secure learning environment. Clint Independent School District (CISD) has its own Security Department, led by a supervisor who manages 12 security officers/guards. The department functions through the use of inter-local agreements with several entities to help staff Community Resource Officers (CROs). The district also employs eight security guards in the secondary schools who are under the guidance of each principal.

To provide a safe and secure learning environment, well-managed school districts develop policies, procedures, and programs to address crisis contingencies, student discipline, facility safety, and violence prevention. CISD has a comprehensive Crisis Management Plan that provides the foundation for addressing crisis contingencies. The plan includes crisis team coordinators, emergency contact information for key personnel within the district and emergency personnel in El Paso County and surrounding areas, and detailed instructions on how to respond to a number of crisis situations. Additionally, the district publishes and distributes a Crisis Management Quick Guide to principals, staff, and administrators that is used as a desk reference in case of an emergency. The Crisis Management Quick Guide summarizes pertinent contact information from the Crisis Management Plan and provides abbreviated instructions on how to respond to specific crises.

CISD's 2004–05 Student Code of Conduct outlines standards for student behavior, categorized by level of offense and related disciplinary consequences, ranging from student-teacher conferences for minor offenses to suspension or placement in a Discipline Alternative Education Program (DAEP) for more serious offenses.

### ACCOMPLISHMENTS

- CISD cooperates with the El Paso Sheriff's Department, the Horizon City Police Department, and community-based organizations to operate a security program designed to address community needs and concerns.
- CISD's Clint Horizon Alternative Mastery Program Success (CHAMPS) at Horizon High School and Hueco Academy at Mountain View High School are exemplary dropout recovery programs targeted to at-risk students 17-21 years old who have 13.5 or fewer high school credits and have left school because of pregnancy,

family problems, excessive truancy, or to seek employment.

### FINDINGS

- CISD does not use staffing formulas to ensure appropriate staffing levels are maintained; consequently, the district's security force is not adequately staffed or supervised to maintain effective safety coverage 24 hours per day seven days a week.
- CISD lacks intrusion alarms in all schools throughout the district to effectively safeguard the district's personnel and fixed assets.
- CISD's disciplinary alternative education program (DAEP) is not centralized but is spread among the district's three high schools, causing students in the program to receive part-time instruction from teachers already engaged with their regular education program teaching loads.

### RECOMMENDATIONS

- **Recommendation 78 (p. 156): Analyze security staff levels and develop a staffing formula to adequately staff security guards.** The district should implement a methodology to ensure that the district has sufficient security coverage for all facilities during all shifts.
- **Recommendation 79 (p. 158): Invest in intrusion alarm systems for all schools and administrative facilities.** The district should invest in 16 additional intrusion alarm systems for all of its schools and administrative facilities.
- **Recommendation 80 (p. 159): Ensure that the planned implementation of a centralized Discipline Alternative Education Program (DAEP) remains on schedule and allocate the appropriate amount of resources to the centralized program.** The district should ensure that the implementation of a centralized DAEP remains on schedule in order to better serve the needs of DAEP students and staff at each of the district's high schools.

### DETAILED ACCOMPLISHMENTS

#### COOPERATIVE SECURITY PROGRAM

The district uses its Security Department and ongoing interlocal agreements with the El Paso County Sheriff's Department, the Horizon City Police Department, Socorro ISD, Ysleta ISD, and the Young Women's Christian Association (YWCA) to deliver prevention and intervention services essential to a safe and secure environment.

The district partners with the El Paso County Sheriff's Department through an interlocal

agreement that requires the Sheriff's Department to provide 24-hour coverage for its schools in the Mountain View High School area in exchange for the district leasing the department space for a police substation in the area. Additionally, the Sheriff's Department provides a Community Resource Officer (CRO) to Mountain View High School for 15 hours per week to serve as an educator and provide students with law enforcement-related classroom presentations as well as assist students and teachers in answering security-related questions. The El Paso County Sheriff's Department has also agreed to provide the district with an on-site police officer at either Horizon or Clint High Schools.

CISD also partners with the Horizon City Police Department through a letter of understanding for a CRO to provide an off-duty police officer for Horizon High School for 15 hours per week. The agreement requires the CRO to be on-site three hours per day during the lunch period for a fee of \$20 per hour. Under this agreement, the CRO is visible and patrols inside and outside the school buildings on campus, taking any appropriate action necessary within a peace officer's responsibility.

Additionally, the district contracts with Socorro ISD to provide canine drug detection services. Socorro ISD has its own canine drug detection program and agreed to conduct drug searches once each week at Clint, Horizon, and Mountain View High Schools for \$65 per hour from January 2005 through May 2005.

CISD also has an interlocal agreement with Ysleta ISD's Juvenile Justice Alternative Education Program (JJAEP) in which Section 2.7 requires Ysleta ISD to provide slots for CISD students who have been adjudicated through the criminal justice system and are not allowed to attend the district's alternative education program. Texas state law requires school districts located in cities with a population of 125,000 or more to establish JJAEPs. Since CISD is located in cities with populations less than 125,000 students, the district collaborated with Ysleta ISD to have access to slots in its JJAEP for its adjudicated youth.

Additionally, CISD partners with the local YWCA to administer "Project Redirection"—a program that provides intervention counseling and support services for pregnant teens, teen mothers, and teen fathers. These services include parenting classes, life skills guidance, health referrals, childcare, job readiness, advocacy, and crisis intervention.

In a parent survey administered by the review team, 71 percent of the respondents either agreed or strongly agreed that a good working arrangement exists between local law enforcement and the district.

In addition, 83 percent say they agree that their children feel safe and secure at school. Seventy percent of students either agreed or strongly agreed that they feel safe and secure at school.

### **DROPOUT RECOVERY PROGRAMS**

CISD's Clint Horizon Alternative Mastery Program Success (CHAMPS) at Horizon High School and Hueco Academy at Mountain View High School are exemplary dropout recovery programs targeted to at-risk students 17–21 years old who have 13.5 or fewer high school credits and have left school because of pregnancy, family problems, excessive truancy, or to seek employment. All students must undergo pre-testing and post-testing because the programs use the A Plus and Nova Net self-paced curriculums. The CHAMPS program's typical class size is 10–15 students per session, while the Hueco Academy typically houses 20 students per session. All students sign a contract committing to attend the sessions 90 percent of the time.

The directors of CHAMPS and Hueco collaborate with community-based organizations to successfully operate the dropout recovery programs. For example, the CHAMPS program works with Project Redirection through the local YWCA to provide counseling and support related to teen parenting issues. The program also provides homebound teachers for students during the first six weeks after pregnancy. The Hueco Academy dropout recovery program serves students from the Mountain View High School area.

CISD's two dropout recovery programs have enabled the district to maintain 94 percent completion rates, which are within 2 percent of the state average of 95.5 percent for the past three years; despite having an 88 percent economically disadvantaged student population. **Exhibit 11-1** presents CISD's completion rates compared to the state average for the past three years.

### **DETAILED FINDINGS**

#### **STAFFING AND SUPERVISION (REC. 78)**

CISD does not use staffing formulas to ensure appropriate staffing levels are maintained; consequently, the district's security force is not adequately staffed or supervised to maintain effective safety coverage 24 hours per day seven days a week. During the school day, high school and middle school principals are responsible for eight campus security officers assigned to them. The Security Department supervisor is only responsible for the 12 district security officers who conduct limited district patrols of schools and facilities during the day and full night and weekend patrols. While district security

**EXHIBIT 11-1  
CISD COMPLETION RATES COMPARED TO STATE AVERAGE  
CLASS OF 2001 THROUGH CLASS OF 2003**

GRADUATING CLASS	DISTRICT PERCENTAGE	STATE AVERAGE	DISTRICT HIGHER (LOWER) THAN STATE AVERAGE
2001	94.0%	93.8%	0.2%
2002	94.0%	95.0%	(1.0%)
2003	93.9%	95.5%	(1.6%)

SOURCE: Texas Education Agency, Academic Excellence Indicator System (AEIS) Reports for 2003 and 2004, Completion II Rates with General Education Diploma.

officers patrol schools and facilities in three shifts, coverage during the day is still limited. Each of the three areas only has one officer per shift with the exception of the East Montana area which has two officers during one of its shifts. In addition, the district ensures patrol coverage of schools and district facilities 365 days or 24 hours seven days a week, yet the twelve officers only work 246-day contracts. This situation calls for the officers to work shifts in order provide full coverage. **Exhibit 11-2** presents CISD’s Security Department staffing and coverage by shift.

As shown in **Exhibit 11-2**, one security officer must cover an average of five facilities in the southern,

central, and northern parts of the district during the evening and night shifts. The remaining officers cover the weekends. Consequently, this schedule gives the security specialist and security supervisor little flexibility when security guards are absent because of illness. Moreover, CISD’s interlocal agreements with the El Paso County Sheriff’s Department and Horizon City Police Department do not contain provisions for substituting community resource officers for district security guards when they are absent. **Exhibit 11-3** presents peer district comparisons for coverage of schools and administrative facilities in school districts with similar enrollment to CISD.

**EXHIBIT 11-2  
SECURITY DEPARTMENT STAFFING AND COVERAGE  
2004-05**

SHIFT	NUMBER OF SECURITY OFFICERS	FACILITIES COVERED
A	1	<ul style="list-style-type: none"> <li>Limited to central administration and operations facilities</li> </ul>
B	1	<ul style="list-style-type: none"> <li>Clint High School</li> <li>Clint Middle School</li> <li>Surratt Elementary School</li> <li>Bus Barn</li> <li>Administrative Annex</li> </ul>
B	1	<ul style="list-style-type: none"> <li>Horizon High School</li> <li>Welch Middle School</li> <li>Frank Macias Elementary School</li> <li>Desert Hills Elementary School</li> <li>Maintenance &amp; Operations Facility</li> <li>Bus Lot</li> </ul>
B	1	<ul style="list-style-type: none"> <li>Mountain View High School</li> <li>East Montana Middle School</li> <li>Montana Vista Elementary</li> <li>Red Sands Elementary</li> <li>Bus Lot</li> </ul>
C	1	<ul style="list-style-type: none"> <li>Clint High School</li> <li>Clint Middle School</li> <li>Surratt Elementary School</li> <li>Bus Barn</li> <li>Administrative Annex</li> </ul>
C	1	<ul style="list-style-type: none"> <li>Horizon High School</li> <li>Welch Middle School</li> <li>Frank Macias Elementary School</li> <li>Desert Hills Elementary School</li> <li>Maintenance &amp; Operations Facility</li> <li>Bus Lot</li> </ul>
C	2	<ul style="list-style-type: none"> <li>Mountain View High School</li> <li>East Montana Middle School</li> <li>Montana Vista Elementary</li> <li>Red Sands Elementary</li> <li>Bus Lot</li> </ul>
<b>Total</b>	<b>8</b>	

SOURCE: CISD Security Department Staffing Schedule, December 2004.

**EXHIBIT 11-3**  
**PEER DISTRICT COMPARISONS FOR COVERAGE OF SCHOOLS**  
**AND ADMINISTRATIVE FACILITIES**  
**2004-05**

<b>BENCHMARK</b>	<b>RIO GRANDE CITY CISD</b>	<b>SAN BENITO CISD</b>	<b>PEER AVERAGE WITHOUT CLINT ISD</b>	<b>CLINT ISD</b>	<b>PERCENT CLINT ISD HIGHER (LOWER) THAN PEER AVERAGE</b>
Enrollment	9,632	10,295	9,963	9,011	(9.6%)
Square Miles	500	111	306	380	24.2%
Facilities	13	21	17	17	0.0%
Security/Police Officers*	41	23	32	21	(34.4%)
Average Number of Students per Security/Police Officer	234.93	447.61	341.27	429.09	25.73%
Square Miles per Security/Police Officer	12.20	4.83	8.52	31.7**	272%
Schools/Facilities per Security/Police Officer	.32	.91	.61	1.41**	131.1%

\*Includes department supervisors, and campus security guards.

\*\*Only 12 of the 20 security officers/guards actually patrol the 380 square miles, therefore calculation uses 12/380.

SOURCE: McConnell, Jones, Lanier and Murphy LLP peer district survey, January 2005.

Exhibit 11-3 shows that CISD has 34.4 percent fewer security officers than the peer district average but must cover 272 percent more square miles per security officer and 131.1 percent more schools and administrative facilities per security officer than their peers in three distinct areas on three shifts.

Security supervision is further compromised because the security specialist is responsible for supervising both evening and night shifts, while the security supervisor oversees daytime security officers and the crossing guard program. The security specialist is on call 24 hours per day and is often required to come to the district in the middle of the night if the intrusion alarm sounds at the central office, extending his shift to many lengthy hours on duty. Inadequate evening and night security coverage, coupled with inadequate supervision, exposes the district to potential security breaches in its schools and facilities and affects the efficient coordination of security resources. In March 2005, district officials stated that the district is contemplating phasing in additional security officers over the next few years, two security officers to the 2005-06 budget and one additional officer to its 2006-07 budget.

Given that only one security officer must cover a minimum of five facilities in three separate areas for three shifts and the Security Department is staffed at a ratio of 34 percent less than its peer districts, the district should analyze security staff levels and develop a staffing formula to adequately staff security. The department needs to add at least one security officer in each of the three areas for the day, evening, and night shifts. The district therefore, needs to hire nine additional security guards over the next five years.

The district should phase in hiring two officers per year starting in 2005-06 and ending in 2009-10 with the exception of only one officer in 2006-07. The average security officer salary is \$21,926 x 10 percent benefits or (\$2,193) plus \$2,796 for medical insurance for a total of \$26,915 per officer (\$21,926 + \$2,193 + \$2,796 = \$26,915). The annual total cost is \$53,830 (\$26,915 x 2 officers) for 2005-06. In 2006-07 the cost for one additional guard plus the previous two is \$80,745. In 2007-08, two more guards plus the three already hired = \$134,575, in 2008-09, an additional two guards plus the five already hired = \$188,405 and finally in 2009-10 two more guards plus the seven already hired = \$242,235. The district will invest a total of \$699,790 for the next five years to hire nine guards or (\$53,830 + \$80,745 + \$134,575 + \$188,405 + \$242,235 = \$699,790).

#### **INTRUSION ALARMS (REC. 79)**

CISD lacks intrusion alarms in most schools and administrative facilities throughout the district to effectively safeguard the district's personnel and fixed assets. The central administration building is the only facility in the district that has an intrusion alarm system installed that is monitored by a local security company. The district's geographic area spans 380 square miles, encompassing three major communities—the town of Clint, the town of Horizon City, and East Montana—that include its 11 schools, one school under construction, and five administrative facilities. These schools and facilities are located in a vast geographic area in which East Montana, located in the northern sector of the district, is approximately 35 miles northeast of Clint, with only three night security officers to patrol the entire district.

Although Clint High School has security cameras installed inside and outside the school, and Horizon High School has cameras installed inside, the district's schools and other facilities are still exposed to vandalism because of the lack of intrusion alarms monitored by a security company that could dispatch local law enforcement from the El Paso County Sheriff's Department or the Horizon City Police Department. Moreover, three security officers cannot patrol the district's 17 schools and facilities frequently enough to deter potential vandals from illegally entering them.

Private companies and many school districts located in large geographic areas typically use intrusion alarms linked to security monitoring services to reduce the exposure to vandalism between security patrols.

The district should purchase 16 additional intrusion alarm systems from a vendor for all its schools and administrative facilities. Of the district's 17 facilities, sixteen would need alarms since the central office already has a system. Because the district is growing rapidly, it may want to consider this investment in future bond elections or appropriate from its fund balance. The one-time cost per facility would be \$334 for equipment plus \$540 for installation for a total cost of \$874 per facility, or a one-time cost of \$13,984 ( $\$874 \times 16$ ). The annual maintenance cost includes \$300 for monitoring and \$250 for maintenance, or \$550 per facility, which is \$8,800 per year ( $\$550 \times 16$ ). The five-year fiscal impact for monitoring and maintenance is \$44,000 ( $\$8,800 \times 5$ ). The total for 16 alarms with maintenance and monitoring over five years is \$57,984 or ( $\$44,000 + \$13,984 = \$57,984$ ). A contract can be drawn to cover monitoring for five years with an automatic renewal unless CISD notifies the company to terminate.

#### **CENTRALIZING THE DAEP (REC. 80)**

CISD's disciplinary alternative education program (DAEP) is not centralized but is spread among the district's three high schools, causing students in the program to receive part-time instruction from teachers already engaged with their regular education program teaching loads. Clint High School, Horizon High School, and Mountain View High School each have self-contained DAEPs. In addition, Horizon High School and Mountain View High School each have dropout recovery programs to supplement the DAEPs. The assistant superintendent for Support Services dismantled CISD's centralized DAEP in December 2003 because she was concerned about the instructional quality at the DAEP unit, the commitment of the staff placed at the DAEP, and staff morale issues affecting the DAEP instructional

setting. These concerns were primarily the result of the district's tendency to routinely assign teachers to the DAEP who were displaced from their middle or high schools. In addition, these teachers did not have the requisite skills to adequately serve students with behavior problems.

The former director of Pupil Services responsible for the DAEP told the review team that decentralizing the DAEP has stretched the staff resources at the three high schools. For example, Mountain View High School teachers who teach Language Arts, Mathematics, Science, and Social Studies now have one period per day built into their schedule to teach at the DAEP. Moreover, principals and assistant principals have their time committed to managing daily operations, instructional leadership, and student discipline and cannot commit the necessary time to a discipline alternative center within their campus.

CISD's most recent Annual Evaluation Report filed with TEA for 2001–02 (when the DAEP was centralized) shows 59 discretionary and 47 mandatory placements for a total of 106 placements during the year. During the same year, 15 students returned to the DAEP multiple times for a recidivism rate of 14 percent. These numbers indicate a steady succession of students being placed or returning to the DAEP and requiring a separate setting away from their home campuses.

Texas school districts typically centralize their DAEPs and hire a principal or director to administer the program. These centralized DAEPs have their own administrative, counseling, and social services staff in addition to interlocal agreements with local services agencies to provide support services. For example, El Paso ISD and Ysleta ISD have centralized DAEPs with their own administrative team and interlocal agreements with El Paso-area social services agencies to provide support services.

The assistant superintendent for Support Services told the review team during an interview that the district plans to implement a centralized DAEP in 2005–06 and staff the program with a director, one clerk, two social workers, five teachers, and two monitors. She presented a formal proposal to reestablish the centralized DAEP to the board in its March 15, 2005, meeting. In this proposal, she requested \$330,000 annually in incremental funding for a coordinator, five teachers, and one clerk to staff the DAEP, and included a detailed time line for opening the central DAEP effective July 1, 2005. The board unanimously approved the incremental administrative positions and related budget.

The district should ensure that the implementation of a centralized DAEP remains on schedule. The

district has already set aside funds in their budget to recentralize the DAEP.

For background information on Safety and Security, see p. 231 in the General Information section of the appendices.

**FISCAL IMPACT**

<b>RECOMMENDATION</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>TOTAL 5-YEAR (COSTS) SAVINGS</b>	<b>ONE TIME (COSTS) SAVINGS</b>
<b>CHAPTER 11: SAFETY &amp; SECURITY</b>							
78. Analyze security staff levels and develop a staffing formula to adequately staff security guards.	(\$53,830)	(\$80,745)	(\$134,575)	(\$188,405)	(\$242,235)	(\$699,790)	\$0
79. Invest in intrusion alarm systems for all schools and administrative facilities.	(\$8,800)	(\$8,800)	(\$8,800)	(\$8,800)	(\$8,800)	(\$44,000)	(\$13,984)
80. Ensure that the planned implementation of a centralized DAEP remains on schedule and allocate the appropriate amount of resources to the centralized program.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Totals-Chapter 11</b>	<b>(\$62,630)</b>	<b>(\$89,545)</b>	<b>(\$143,375)</b>	<b>(\$197,205)</b>	<b>(\$251,035)</b>	<b>(\$743,790)</b>	<b>(\$13,984)</b>



# Appendices

Clint Independent School District



# GENERAL INFORMATION

## **CHAPTER 1 EDUCATIONAL SERVICE DELIVERY**

The Texas Education Agency (TEA) provides information on the Texas Assessment of Knowledge and Skills (TAKS), student demographics, staffing, and financial data to school districts and the public through the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS). This chapter uses data from both systems.

The Clint Independent School District (CISD) selected three Texas school districts to serve as “peer districts” for comparison purposes: Los Fresnos, Rio Grande, and San Benito. Compared to the state and the Regional Education Service Center XIX (Region 19), all have a lower percentage of African American, Anglo and Other (Asian/Pacific Islanders and Native American) students and a higher percentage of Hispanic and economically disadvantaged students (**Exhibit A-1**). Among its peers, CISD has the highest percentage of economically disadvantaged students.

During 2003–04, CISD employed 1,054.2 personnel, of whom 496.3 or 47.1 percent were teachers. The percentage of teachers, professional support campus administration, and educational aides in CISD was lower than the percentage statewide and higher for auxiliary staff and central administration (**Exhibit A-2**). CISD has a larger percentage of Hispanic teachers than the state average.

The percentage of beginning teachers in CISD was lower than the regional and state averages and the second lowest among peer districts (**Exhibit A-3**). CISD had the highest percentage of teachers with six to twenty years of experience, exceeding the regional and state averages. CISD had the lowest percentage of teachers with more than 20 years of experience among its peers. Its percentage of teachers with more than 20 years of experience was also lower than the regional and state rates.

CISD’s share of teachers without a degree in 2003–04 was higher than the regional and state averages. CISD had the highest percentage among its peers of teachers with bachelor degrees. Its

### **EXHIBIT A-1 DEMOGRAPHIC CHARACTERISTICS OF STUDENTS CISD, PEER DISTRICTS, REGION 19, AND STATE 2003-04**

DISTRICT	STUDENT ENROLLMENT	RACIAL/ETHNIC PERCENT				PERCENT ECONOMICALLY DISADVANTAGED
		AFRICAN AMERICAN	HISPANIC	ANGLO	OTHER	
San Benito	9,866	0.2%	97.9%	1.8%	0.1%	83.9%
Rio Grande	9,469	0.0%	99.6%	0.2%	0.2%	84.5%
<b>Clint</b>	<b>8,564</b>	<b>0.4%</b>	<b>95.5%</b>	<b>3.9%</b>	<b>0.2%</b>	<b>88.2%</b>
Los Fresnos	7,506	0.3%	93.2%	6.1%	0.4%	85.5%
<b>Region 19</b>	<b>165,975</b>	<b>2.6%</b>	<b>87.8%</b>	<b>8.5%</b>	<b>1.0%</b>	<b>74.7%</b>
<b>State</b>	<b>4,311,502</b>	<b>14.3%</b>	<b>43.8%</b>	<b>38.7%</b>	<b>3.2%</b>	<b>52.8%</b>

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

### **EXHIBIT A-2 STAFF INFORMATION CISD AND STATE 2003-04**

CATEGORY	DISTRICT TOTAL	PERCENT OF TOTAL STAFF	STATE TOTAL	PERCENT OF TOTAL STAFF
Teachers	496.3	47.1%	289,187.8	50.4%
Professional Support	71.5	6.8%	44,994.7	7.8%
Campus Administration	24.4	2.3%	15,542.5	2.7%
Central Administration	17.0	1.6%	5,672.2	1.0%
Educational Aides	66.9	6.3%	58,413.2	10.2%
Auxiliary Staff	378.1	35.9%	159,600.3	27.8%
<b>Total</b>	<b>1,054.2</b>	<b>100.0%</b>	<b>573,410.7</b>	<b>100.0%</b>
Race/ethnicity of teachers:				
African American	7.0	1.4%	25,577.5	8.8%
Hispanic	306.5	61.8%	54,326.4	18.8%
Anglo	182.8	36.8%	205,684.1	71.1%
Other	0.0	0.0%	3,599.8	1.3%
<b>Total*</b>	<b>496.3</b>	<b>100.0%</b>	<b>289,187.8</b>	<b>100.0%</b>

\*Totals may not agree or equal 100 percent due to rounding.  
SOURCE: Texas Education Agency, AEIS, 2003-04.

percentage of teachers with master's degrees was second lowest among its peers and was below both the regional and state averages (**Exhibit A-4**).

AEIS provides information on the percentage of students enrolled in and the percentage of teachers assigned to various program areas compared to the state, Region 19, and its peers. In 2003–04, CISD had the second highest percentage of students and the highest percentage of teachers in bilingual/ESL programs. Among its peers, CISD had the lowest

percentage of students and teachers in career and technology education (CATE) and in gifted and talented (G/T) programs. It also had the lowest percentage of students and teachers in special education programs. CISD's percentages of students and teachers in G/T, special education, and regular education and percentage of CATE teachers were below the regional and state averages (**Exhibit A-5**). CISD's percentage of CATE students was below the state average but slightly higher than Region 19 average.

**EXHIBIT A-3**  
**PERCENTAGE OF TEACHERS BY YEARS OF EXPERIENCE**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003-04**

DISTRICT	BEGINNING	1-5 YEARS	6-10 YEARS	11-20 YEARS	20+ YEARS
Los Fresnos	8.1%	28.8%	22.3%	27.0%	13.7%
San Benito	5.1%	24.9%	16.6%	26.6%	26.8%
<b>Clint</b>	<b>3.9%</b>	<b>30.8%</b>	<b>25.8%</b>	<b>28.0%</b>	<b>11.6%</b>
Rio Grande	0.6%	46.4%	13.2%	20.1%	19.7%
<b>Region 19</b>	<b>7.6%</b>	<b>29.0%</b>	<b>18.6%</b>	<b>25.3%</b>	<b>19.5%</b>
<b>State</b>	<b>6.5%</b>	<b>29.0%</b>	<b>18.9%</b>	<b>24.8%</b>	<b>20.9%</b>

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

**EXHIBIT A-4**  
**DEGREE STATUS OF TEACHERS**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003-04**

DISTRICT	NO DEGREE	BACHELORS	MASTERS	DOCTORATE
Rio Grande	20.2%	68.0%	11.5%	0.3%
<b>Clint</b>	<b>1.8%</b>	<b>84.3%</b>	<b>13.1%</b>	<b>0.8%</b>
San Benito	1.3%	83.8%	14.9%	0.0%
Los Fresnos	0.4%	81.2%	18.4%	0.0%
<b>Region 19</b>	<b>1.6%</b>	<b>78.1%</b>	<b>20.0%</b>	<b>0.3%</b>
<b>State</b>	<b>1.1%</b>	<b>76.4%</b>	<b>22.0%</b>	<b>0.5%</b>

\*Totals may not equal 100 percent due to rounding.

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

**EXHIBIT A-5**  
**PERCENTAGE OF STUDENT ENROLLMENT AND TEACHERS BY PROGRAM**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003-04**

DISTRICT	BILINGUAL/ ESL	CAREER AND TECHNOLOGY	GIFTED/ TALENTED	SPECIAL EDUCATION	REGULAR EDUCATION
Rio Grande					
Students	47.9%	23.8%	9.9%	12.8%	*
Teachers	24.3%	3.7%	7.4%	12.4%	48.6%
<b>Clint</b>					
Students	<b>39.7%</b>	<b>19.3%</b>	<b>4.9%</b>	<b>9.2%</b>	<b>*</b>
Teachers	<b>27.9%</b>	<b>3.3%</b>	<b>0.8%</b>	<b>7.9%</b>	<b>57.2%</b>
San Benito					
Students	20.8%	25.2%	6.9%	11.9%	*
Teachers	20.5%	4.9%	4.4%	8.0%	60.0%
Los Fresnos					
Students	19.8%	26.4%	8.4%	11.8%	*
Teachers	14.4%	5.0%	9.4%	9.9%	60.9%
<b>Region 19</b>					
Students	<b>25.1%</b>	<b>18.4%</b>	<b>7.5%</b>	<b>9.9%</b>	<b>*</b>
Teachers	<b>19.1%</b>	<b>3.6%</b>	<b>1.9%</b>	<b>9.0%</b>	<b>65.2%</b>
<b>State</b>					
Students	<b>14.1%</b>	<b>20.1%</b>	<b>7.8%</b>	<b>11.6%</b>	<b>*</b>
Teachers	<b>8.4%</b>	<b>4.1%</b>	<b>2.2%</b>	<b>10.3%</b>	<b>69.5%</b>

\*AEIS does not provide number of students in regular education.

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

In 2004–05, CISD established a districtwide pre-K program for 4-year-olds. CISD decided to establish the program because children were coming to kindergarten lacking appropriate language and social skills. The pre-K program consists of 10 classes, has a staff of 10 teachers and six aides, and enrolls 350 children. The classes are located in all elementary schools and consist of a half-day program. CISD 4-year-olds can attend the CISD pre-K program or go to HeadStart if they meet eligibility criteria. CISD has provided classroom space for HeadStart.

**Exhibit A-6** presents the district’s organizational chart for educational service delivery in 2004–05. An assistant superintendent for instructional services heads the Instructional Services Department.

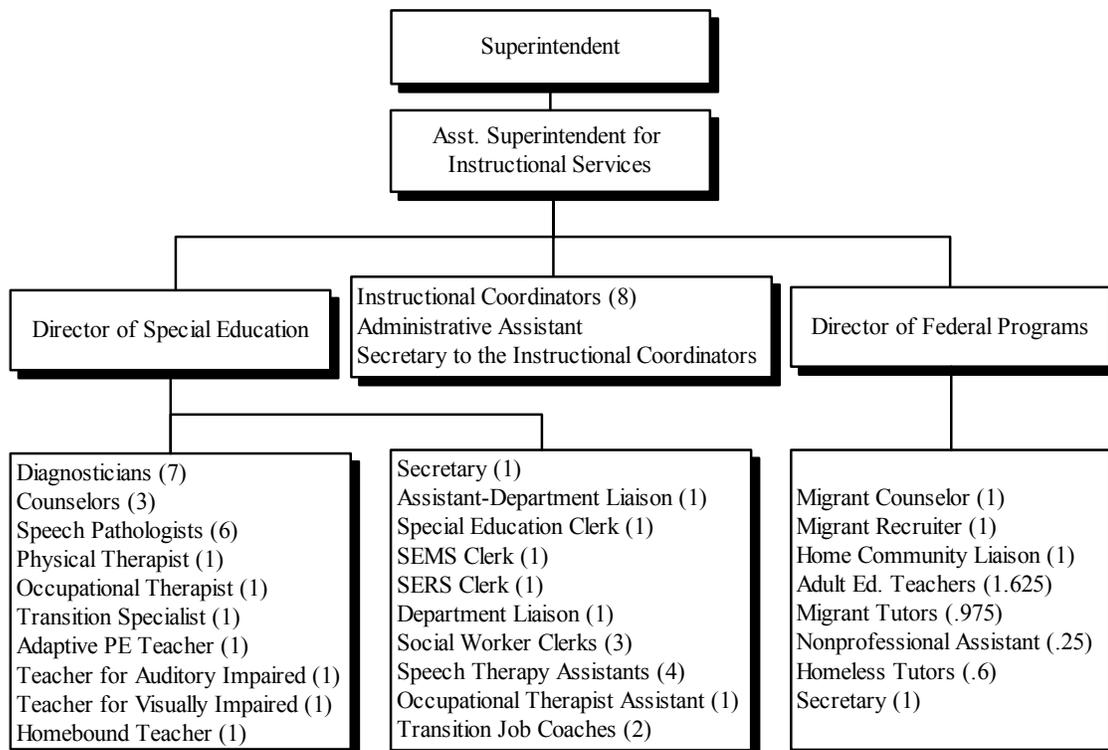
**STUDENT PERFORMANCE AND INSTRUCTIONAL RESOURCES**

Student performance on the statewide assessment test is one of the primary factors in determining a district’s accountability ratings. In 2002–03, the Texas Assessment of Knowledge and Skills (TAKS) replaced the Texas Assessment of Academic Skills (TAAS). TAKS is more rigorous than the TAAS and

is administered in grades 3 through 11. The state also ensured the TAKS adheres to the federal No Child Left Behind (NCLB) mandates for student performance by creating a panel of 350 educators and citizens who completed all the necessary research and subsequently recommended TAKS passing standards for adoption by the State Board of Education (SBOE). In addition, the SBOE agreed to a transition plan to phase in the panel’s recommended passing standard over a three-year period. For 2002–03, the standard was set at two standard errors of measurements (SEM) below the panel recommendation. In 2003–04, the passing standard for grades 3 through 10 was one SEM below the panel recommendation with full implementation of the passing standards in 2005. There is a one-year delayed phase-in for the grade 11 exit-level TAKS with full implementation of panel passing recommendations in 2005–06.

Under the TAKS, math is assessed in grades 3 through 11. Reading is assessed in grades 3 through 9 and English language arts in grades 10 and 11. Writing is assessed in grades 4 and 7; social studies in grades 8, 10, and 11; and science in grades 5, 10, and 11. The exit-level examination takes place at grade

**EXHIBIT A-6  
CISD INSTRUCTIONAL SERVICES ORGANIZATION  
2004-05**



SOURCE: CISD Instructional Services Department, December 2004.

11. Students must pass the exit-level statewide assessment test in grade 11 in order to graduate from high school.

The state also transitioned to a new accountability system in spring 2004. The previous accountability rating system used a combination of TAAS results and annual dropout rates, whereas the new system uses a combination of TAKS results and longitudinal high school completion rates. Prior to 2003–04, the annual dropout rate included the percent of students in grades 7 through 12 who leave school during a school year for reasons other than graduation, receipt of a general equivalency diploma (GED), death, or continuance of an education elsewhere. In 2003–04, the annual dropout rate represents only grades 7 and 8 dropouts. The longitudinal completion rate is the percentage of students entering grade 9 who, four years later, graduated, earned a GED, or are still enrolled at the time the class graduates. AEIS provides data for districts on both the annual dropout rate and the longitudinal completion rate.

The State Developed Alternative Assessment (SDAA), introduced in 2001, assesses special education students in grades 3 through 8 who receive instruction in the Texas Essential Knowledge and Skills (TEKS) but for whom the statewide assessment test is not an appropriate measure of academic performance. The Texas Essential Knowledge and Skills is the state curriculum that specifies the courses that districts must offer and the knowledge and skills requirements for each grade

level and subject area. The SDAA test assesses special education students in reading, writing, and math in their appropriate instructional levels as determined by their admissions, review, and dismissal (ARD) committees. The ARD committee is a committee that determines the individual education plan for every student in special education.

For 1998–99 and 2003–04, CISD was rated *Academically Acceptable*. During the five-year period from 1998–99 through 2003–04, the district increased its number of *Recognized* schools from two in 1998–99 to three in 2003–04 (**Exhibit A-7**).

The percentage of students statewide who graduated from high school increased from 80.7 percent for the class of 2000 to 84.2 percent for the class of 2003. In Region 19, the percent of students who graduated from high school increased from 74.7 percent for the class of 2000 to 79.2 percent for the class of 2003 (**Exhibit A-8**). The graduation rate for CISD students also increased from 80.3 percent for the class of 2000 to 84.4 percent for the class of 2003. CISD's graduation rate for the class of 2003 was higher than Region 19 and slightly higher than the state. CISD graduation rates differed for the two CISD high schools. The graduation rate at Clint High School was more than six percentage points higher than the graduation rate from Mountain View High School. Clint High School's graduation rate of 87.7 percent exceeded the regional and state rates. Mountain View High School's graduation rate of 81.3 percent was below the statewide average but above the Region 19 average.

**EXHIBIT A-7**  
**CISD SCHOOL ACCOUNTABILITY RATINGS**  
**1998–99 AND 2003–04**

SCHOOL	1998–99 ACCOUNTABILITY RATINGS		2003–04 ACCOUNTABILITY RATINGS	
	Number	Percent	Number	Percent
Desert Hills Elementary School		Academically Acceptable		Recognized
Frank Macias Elementary School		*		Recognized
Montana Vista Elementary School		Academically Acceptable		Academically Acceptable
Red Sands Elementary School		Academically Acceptable		Academically Acceptable
Wm. David Surratt Elementary School		Academically Acceptable		Academically Acceptable
Carroll T. Welch Intermediate		Academically Acceptable		Academically Acceptable
East Montana Middle School		Academically Acceptable		Academically Acceptable
Clint Junior High School		Recognized		Recognized
Horizon Middle/High School		*		Academically Acceptable
Clint High School		Academically Acceptable		Academically Acceptable
Mountain View High School		Recognized		Academically Acceptable
Pathfinder Academy		AE: Acceptable		*
<b>Total</b>	<b>10</b>	<b>100.0%</b>	<b>11</b>	<b>100.0%</b>
<b>Exemplary</b>	<b>0</b>	<b>0.0%</b>	<b>0</b>	<b>0.0%</b>
<b>Recognized</b>	<b>2</b>	<b>20.0%</b>	<b>3</b>	<b>27.2%</b>
<b>Acceptable</b>	<b>7</b>	<b>70.0%</b>	<b>8</b>	<b>72.8%</b>
<b>AE: Acceptable</b>	<b>1</b>	<b>10.0%</b>	<b>0</b>	<b>0.0%</b>
<b>Low Performing</b>	<b>0</b>	<b>0.0%</b>	<b>0</b>	<b>0.0%</b>
<b>AE: Needs Peer Review</b>	<b>0</b>	<b>0.0%</b>	<b>0</b>	<b>0.0%</b>

\* School was not operational.

\*\*Totals do not equal 100 percent due to rounding.

SOURCE: Texas Education Agency, 1999 and 2004 District Accountability Summaries.

**EXHIBIT A-8**  
**PERCENT OF STUDENTS GRADUATING, RECEIVING A GED,**  
**CONTINUING HIGH SCHOOL, OR DROPPING OUT**  
**STATE, REGION 19, CISD, CLINT HIGH SCHOOL,**  
**AND MOUNTAIN VIEW HIGH SCHOOL**  
**CLASS OF 2000 THROUGH CLASS OF 2003**

<b>GRADUATING CLASS</b>	<b>STATE</b>	<b>REGION 19</b>	<b>CISD</b>	<b>CLINT HIGH SCHOOL</b>	<b>MOUNTAIN VIEW HIGH SCHOOL</b>
<b>Class of 2003</b>					
Graduated	84.2%	79.2%	84.4%	87.7%	81.3%
Received GED	3.3%	2.2%	1.6%	0.9%	2.2%
Continued HS	7.9%	13.5%	7.9%	9.4%	6.5%
Dropped Out	4.5%	5.1%	6.1%	1.9%	10.0%
<b>Class of 2002</b>					
Graduated	82.8%	77.3%	81.4%	91.1%	73.3%
Received GED	4.1%	3.0%	0.7%	0.5%	0.9%
Continued HS	8.0%	13.3%	11.9%	4.9%	18.1%
Dropped Out	5.0%	6.3%	6.0%	3.4%	7.8%
<b>Class of 2001</b>					
Graduated	81.1%	74.4%	78.0%	89.4%	69.9%
Received GED	4.8%	3.9%	1.1%	0.6%	1.7%
Continued HS	7.9%	14.2%	14.9%	3.9%	22.5%
Dropped Out	6.2%	7.4%	6.0%	6.1%	5.8%
<b>Class of 2000</b>					
Graduated	80.7%	74.7%	80.3%	87.0%	77.5%
Received GED	4.8%	3.8%	0.0%	0.0%	0.0%
Continued HS	7.3%	13.1%	10.2%	6.5%	13.9%
Dropped Out	7.2%	8.3%	9.4%	6.5%	8.7%

\* No graduation or dropout data were available for Horizon High School because in 2003–04 it only had grades 9 and 10.  
 SOURCE: Texas Education Agency, AEIS, 2001–02 through 2003–04.

The percentage of students receiving a GED declined statewide from 4.8 percent for the class of 2000 to 3.3 percent for the class of 2003. It also declined in Region 19 from 3.8 percent for the class of 2000 to 2.2 percent for the class of 2003. CISD experienced an increase from none for the class of 2000 to 1.6 percent for the class of 2003. The percentage of students who continued high school increased statewide from 7.3 percent for the class of 2000 to 7.9 percent for the class of 2003 and in Region 19 from 13.1 to 13.5 percent. The percentage of students who continued their high school education did not follow a consistent pattern at CISD: it was 10.2 percent in the class of 2000, 14.9 in the class of 2001, 11.9 in the class of 2002, and 7.9 percent in the class of 2003.

The longitudinal dropout rate decreased statewide from 7.2 in the class of 2000 to 4.5 percent statewide in the class of 2003 and from 8.3 to 5.1 for Region 19. CISD followed the same pattern: its longitudinal dropout rate declined from 9.4 for the class of 2000 to 6.1 percent for the class of 2003. CISD's longitudinal dropout rate was higher than the state and regional rates because of the dropout rate of Mountain View High School.

Clint ISD had the highest percentage of graduates and the second highest percentage of dropouts in the class of 2003 among its peers. CISD's class of 2002 had the second highest percent of graduates and dropouts. CISD's class of 2001 had the second

highest percent of graduates and the second lowest percent of dropouts compared with its peer districts. Its percentage of graduates and dropouts in the class of 2003 exceeded both the statewide and regional rates (**Exhibit A-9**).

Compared to its peers, Clint ISD had the highest percentage of graduates among all students, Hispanic students, Anglo, economically disadvantaged, and LEP students, as shown in **Exhibit A-10**. It had the second highest dropout rate among all students and Hispanic and the second lowest among LEP students and economically disadvantaged students.

The TAKS measures student performance in reading, math, writing, science, and social studies. Mathematics is the only content area tested in all nine grades. The passing rates of CISD students in mathematics in 2003–04 ranged from a high of 87 percent in grade 3 to a low of 44 percent in grade 9. Reading is tested in seven grades, and the passing rates ranged from a high of 91 percent in grade 3 to a low of 67 percent in grade 6. Science and social studies are each tested in three grades with the high pass rate in both in grade 11 for CISD students. The lowest pass rate in science was in grade 10: 42 percent. The lowest pass rate in social studies was in grade 10: 79 percent. The highest pass rate for all tests combined was 83 percent at grade 3, and the lowest pass rate, 28 percent, was at grade 10 (**Exhibit A-11**).

**EXHIBIT A-9**  
**PERCENT OF STUDENTS GRADUATING AND DROPPING OUT**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**CLASS OF 2001, 2002, AND 2003**

DISTRICT	CLASS OF 2003		CLASS OF 2002		CLASS OF 2001	
	PERCENT GRADUATES	PERCENT DROPOUTS (4-YEAR)	PERCENT GRADUATES	PERCENT DROPOUTS (4-YEAR)	PERCENT GRADUATES	PERCENT DROPOUTS (4-YEAR)
Clint	84.4%	6.1%	81.4%	6.0%	78.0%	6.0%
Los Fresnos	82.9%	5.5%	86.1%	2.1%	81.0%	1.8%
San Benito	82.5%	2.8%	80.2%	4.5%	81.0%	6.3%
Rio Grande	74.7%	13.6%	75.2%	15.0%	71.4%	16.0%
Region 19	79.2%	5.1%	77.3%	6.3%	74.4%	7.4%
State	84.2%	4.5%	82.8%	5.0%	81.1%	6.2%

SOURCE: Texas Education Agency, AEIS, 2001–02 through 2003–04.

**EXHIBIT A-10**  
**PERCENT GRADUATES AND DROPOUTS BY STUDENT GROUP**  
**CISD AND PEER DISTRICTS**  
**CLASS OF 2003**

DISTRICT	STATUS	ALL STUDENTS	AFRICAN AMERICAN	HISPANIC	ANGLO	ECONOMICALLY DISADVANTAGED	LIMITED ENGLISH PROFICIENCY
Clint	Graduates	84.4%	*	83.7%	95.7%	89.2%	62.9%
	Dropouts	6.1%	*	6.5%	0.0%	3.3%	17.1%
Los Fresnos	Graduates	82.9%	*	82.4%	94.6%	80.6%	40.0%
	Dropouts	5.5%	*	5.9%	0.0%	6.2%	40.0%
San Benito	Graduates	82.5%	*	82.3%	88.2%	81.2%	57.1%
	Dropouts	2.8%	*	2.9%	0.0%	2.9%	14.3%
Rio Grande	Graduates	74.7%	*	74.7%	*	77.6%	45.7%
	Dropouts	13.6%	*	13.5%	*	12.0%	31.4%

\*Due to small numbers, data are not reported to protect student anonymity.

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

**EXHIBIT A-11**  
**PERCENTAGE OF CISD AND STATE STUDENTS TESTED (IN ENGLISH)**  
**MEETING TAKS STANDARD BY SUB-TEST AND GRADE**  
**2003–04**

GRADE	DISTRICT/ STATE	PERCENT OF CISD AND STATE STUDENTS TESTED MEETING TAKS STANDARD						
		READING	MATH	WRITING	ENGLISH LANGUAGE ARTS	SCIENCE	SOCIAL STUDIES	ALL TESTS
Grade 3	CISD	91%*	87%					83%
	State	91%	90%					86%
Grade 4	CISD	78%	84%	93%				69%
	State	86%	87%	91%				76%
Grade 5	CISD	68%	78%			53%		47%
	State	80%	82%			70%		63%
Grade 6	CISD	67%	68%					56%
	State	87%	78%					74%
Grade 7	CISD	68%	65%	85%				55%
	State	83%	71%	91%				66%
Grade 8	CISD	82%	61%				83%	57%
	State	90%	67%				88%	64%
Grade 9	CISD	77%	44%					42%
	State	85%	61%					59%
Grade 10	CISD		47%		66%	42%	79%	28%
	State		64%		76%	65%	88%	50%
Grade 11	CISD		75%		79%	69%	95%	58%
	State		85%		87%	85%	97%	73%

\* March 2004 administration only.

\*\* Blank cells indicate test not given at that grade level.

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

CISD students' performance on the TAKS decreased in 2003–04 from their level of performance in 2002–03 in reading, math, and science in most grade levels (**Exhibit A-12**). CISD performance in 2003–04 exceeded performance levels in 2002–03 in writing and English language arts. Performance was mixed in social studies. It fell below the 2002–03 level in grade 8 but was higher in grade 11. CISD student performance in reading in 2003–04 lagged at all grade levels except 3, 4, and 9. Math performance in 2003–04 was lower than in 2002–03 in all grade levels except 4 and 11. CISD students performed more poorly in 2003–04 in science in grades 5 and 10 but exceeded 2002–03 performance in grade 11.

CISD follows state procedures outlined in the Campus and District Coordinator Manual to ensure the security and integrity of TAKS administration. CISD has a district testing coordinator who oversees the school testing coordinators. The district's testing coordinator, school principals, and the superintendent sign an oath of Test Security and Confidential Integrity before they handle or administer any state test. The district and campus test coordinators count each test when they receive it and before they send it back to the Texas Education Agency. Teachers sign a control form when they receive and return tests. The campus testing coordinators train teachers in test administration. The district has test monitors in each school during the testing to ensure that the correct procedures are followed. The district asks teachers to cover or remove all items on bulletin boards that may assist students.

**COMPENSATORY EDUCATION AND TITLE I**

Districts in Texas are required to use compensatory education funds to provide support services to students at risk of dropping out and students not

performing at grade level. TEA distributes Title I, Part A funds of the Elementary and Secondary Education Act (ESEA) to provide school districts with extra resources to help improve instruction in high-poverty schools and ensure that poor and minority children have the same opportunity as other children to meet state academic standards. Funds are distributed based on the Census Bureau's school district estimates of economically disadvantaged school-age children in their district. Disadvantaged students are typically those who are eligible for free or reduced priced lunch or breakfast. Funds are distributed based on the number of economically disadvantaged students, but students served schoolwide do not need to be economically disadvantaged. The law allows a school to be designated as a Title I, Part A schoolwide program if 40 percent or more of students at the school or in the attendance zone are low income. It mandates school districts to use Title I funds for activities that scientifically based research suggests will be most effective in helping all students meet state standards. Under Title I, Part A, districts are required to coordinate and integrate Title I, Part A services with other educational services to increase program effectiveness, eliminate duplication, and reduce fragmentation of instructional programs. CISD received \$2,959,073 in Title I, Part A funds in 2003–04 and \$4,112,354 in 2004–05.

Texas began funding compensatory programs in 1975. In 1997, Section 42.152 of the Texas Education Code was amended to include reporting and auditing systems covering the appropriate use of compensatory education allotment funds. Senate Bill 1873 requires state compensatory education (SCE) funds, like federal Title I funds, to be supplemental in nature, that is, the funds are to be added to the regular program but cannot take the place or supplant regular funds. SCE fund rules allow a great

**EXHIBIT A-12**

**CISD TAKS PASS RATES BY SUB-TEST AND GRADE (IN ENGLISH) 2002–03 AND 2003–04**

GRADE	PERCENT OF STUDENTS TESTED MEETING TAKS STANDARD*													
	READING		MATH		WRITING		ENGLISH LANGUAGE ARTS		SCIENCE		SOCIAL STUDIES		ALL TESTS	
	2004	2003	2004	2003	2004	2003	2004	2003	2004	2003	2004	2003	2004	2003
Grade 3	91%	88.7%	87%	89.8%									83%	85.0%
Grade 4	78%	76.8%	84%	78.9%	93%	74.0%							69%	59.3%
Grade 5	68%	73.7%	78%	83.2%					53%	68.6%			47%	58.7%
Grade 6	67%	70.5%	68%	71.2%									56%	61.9%
Grade 7	68%	83.5%	65%	78.5%	85%	77.5%							55%	64.0%
Grade 8	82%	85.0%	61%	72.8%							83%	94.3%	57%	68.3%
Grade 9	77%	67.1%	44%	56.1%									42%	47.7%
Grade 10			47%	54.3%			66%	57.9%	42%	52.3%	79%	78.9%	28%	34.7%
Grade 11			75%	47.1%			79%	58.5%	69%	44.9%	95%	79.8%	58%	30.6%
All Grades	75%	77.3%	66%	71.8%	88%	74.5%		57.9%	52%	57.4%	85%	86.5%	53%	58.5%

\*Blank cells indicate test not given at that grade level.  
SOURCE: Texas Education Agency, AEIS, 2002–03 and 2003–04.

deal of flexibility in identifying students and creating successful programs. Senate Bill 702, effective 2001–02, changed the state criteria for identifying students at risk of dropping out of school and requires districts to use student performance for designing and implementing appropriate compensatory, intensive, or accelerated instructional programs so these students will perform at grade level at the end of the following school year. This allows districts to use local criteria for identifying at-risk students, but these criteria have to be board-approved. Senate Bill 702 also requires each district to evaluate and document the effectiveness of the state compensatory education program in reducing any disparity in performance and restricts the amount of SCE funds that a district can use to fund basic services for disciplinary alternative education programs, not to exceed 18 percent of the total amount of SCE funds allotted to the district.

In 2003–04, CISD had 5,593 students (65.3 percent) classified as at-risk (**Exhibit A-13**). CISD had the second highest percentage of at-risk students among its peer districts. Its percentage of at-risk students was also higher than the regional and state averages. CISD’s SCE budget in 2003–04 was approximately \$4.5 million (**Exhibit A-14**). CISD had the second highest SCE expenditures as a percentage of the total budget but the lowest per student expenditure among its peers. It ranked second lowest among its

peer districts in percentage of SCE teachers. CISD’s SCE budget as a percentage of total budget was higher than the regional and state averages, but per student expenditures were lower than the regional and state averages. CISD’s percentage of SCE teachers, 1.3 percent, was higher than the regional average of 0.3 percent but lower than the state average of 2.9 percent.

- In 2004–05, CISD SCE funds support:
- Alternative education disciplinary programs (DAEPs)
- CHAMPS Academy (secondary recovery program at Clint High School);
- Hueco Academy (secondary recovery program at Mountain View High School);
- Teen pregnancy program;
- Middle and high school counseling staff;
- Campus resource officers (CROs);
- Attendance officers;
- Summer school staff salaries;
- Substitute teacher costs;
- Teacher retention stipends;

**EXHIBIT A-13  
NUMBER AND PERCENTAGE OF AT-RISK STUDENTS  
CISD, PEER DISTRICTS, REGION 19, AND THE STATE  
2003–04**

DISTRICT	TOTAL ENROLLMENT	NUMBER OF AT-RISK STUDENTS	PERCENT OF AT-RISK STUDENTS
San Benito	9,866	6,062	61.4%
Rio Grande	9,469	6,695	70.7%
<b>Clint</b>	<b>8,564</b>	<b>5,593</b>	<b>65.3%</b>
Los Fresnos	7,506	3,559	47.4%
<b>Region 19</b>	<b>165,975</b>	<b>93,631</b>	<b>56.4%</b>
<b>State</b>	<b>4,311,502</b>	<b>1,894,725</b>	<b>43.9%</b>

SOURCE: Texas Education Agency, Public Education Information Management System (PEIMS), 2003–04.

**EXHIBIT A-14  
CISD, PEER DISTRICTS, REGION 19, AND STATE  
STATE COMPENSATORY EDUCATION BUDGET,  
EXPENDITURES PER STUDENT AND TEACHERS  
2003–04**

DISTRICT	BUDGET EXPENDITURES	PERCENT OF TOTAL BUDGET	NUMBER OF AT-RISK STUDENTS	AMOUNT PER STUDENT	COMPENSATORY EDUCATION TEACHERS (FTES)	PERCENT OF TOTAL FTES
Rio Grande	\$11,860,674	28.8%	6,695	\$1,772	15.5	2.4%
San Benito	\$5,188,069	14.8%	6,062	\$856	10.8	1.9%
<b>Clint</b>	<b>\$4,478,214</b>	<b>15.6%</b>	<b>5,593</b>	<b>\$801</b>	<b>6.6</b>	<b>1.3%</b>
Los Fresnos	\$3,851,026	14.0%	3,559	\$1,082	1.5	0.3%
<b>Region 19</b>	<b>\$94,442,626</b>	<b>14.4%</b>	<b>93,631</b>	<b>\$1,009</b>	<b>29.8</b>	<b>0.3%</b>
<b>State</b>	<b>\$1,847,971,071</b>	<b>10.8%</b>	<b>1,894,725</b>	<b>\$975</b>	<b>8,504.3</b>	<b>2.9%</b>

\* Amount per student was calculated by dividing the State Compensatory Education (SCE) budget expenditures by the number of at-risk students.  
SOURCE: Texas Education Agency AEIS, 2003–04 and PEIMS 2003–04

- Credit recovery including A+ software,
- Reading programs: Balanced Literacy, Accelerated Reading, Voyager, Auto Skills, Lexia, Leap Frog Reading;
- Math Everyday materials and manipulatives;
- Library reading materials;
- Public library at Clint High School;
- Pre-K instructional materials;
- Testing materials;
- Computers and technology supplies;
- Science lab equipment;

CISD funded its TAKS remediation programs with SCE funds. CISD provided TAKS remediation at all schools ranging from 45 minutes, four days a week to 1.5 hours, four days a week. It also provided TAKS remediation in two schools for four hours on Saturday and in a third school for three hours. CISD uses a number of software programs for TAKS remediation including Sleek TAKS, Kaplan, A+, Open Book to Literature at the high school; at the middle school it uses Skills Bank, Princeton Review, WebCat, and A+ in social studies; at the elementary level it uses My Reading Coach, Lexia, Auto Skills, and Princeton Review.

CISD funded 80 staffing positions in 2003–04 with SCE (**Exhibit A-15**). Nearly one-half of the positions funded were teachers.

**EXHIBIT A-15  
SCE FUNDED STAFF  
2003–04**

<b>STAFF</b>	<b>DISTRICT</b>	<b>ELEMENTARY SCHOOL</b>	<b>MIDDLE SCHOOL</b>	<b>HIGH SCHOOL</b>	<b>TOTAL</b>
Teachers		6	12	21	39
Aides		11	7	9	27
Instructional Facilitators		2	1		3
Registrar				2	2
Counseling Clerk				2	2
Truant Officer				1	1
Director	1				1
Coordinator	4				4
CEHI Teacher- Extra Duty*				1	1
<b>Total</b>	<b>5</b>	<b>19</b>	<b>20</b>	<b>36</b>	<b>80</b>

\* The Compensatory Education Home Instruction teacher works with teen girls who had babies and have not yet returned to school.  
SOURCE: CISD, Director of Federal Programs, January 2005.

- Professional development;
- Parent involvement;
- Student awards;
- Student transportation;
- General supplies for instructional programs; and
- Furniture for instructional setting.

CISD funds tutorial programs in six schools. The tutorials range by number of hours a day and number of days a week. Two of the schools have tutorials one hour a day for two days a week. Two other schools have tutorials for one hour a day for four days a week. One school tutors students two hours a day four days a week. During the summer, SCE funds tutorials in one school for four hours a day, four days a week. Teachers are paid for tutoring. CISD used SCE funds to pay salaries of two bilingual teachers, five ESL teachers, and one ESL aide. It also funded programs for English language learners such as My Reading Coach, Hampton Brown, and Open Book-ESL.

CISD is a designated schoolwide Title I, Part A program. In 2003–04, 88.2 percent of CISD’s students were classified as economically disadvantaged. CISD had the highest percentage of economically disadvantaged students among its peer districts. Its percentage of economically disadvantaged students was also higher than Region 19 and the state percentages (**Exhibit A-16**).

**EXHIBIT A-16  
ECONOMICALLY DISADVANTAGED  
ENROLLMENT  
CISD, PEER DISTRICTS, REGION 19,  
AND STATE  
2003–04**

<b>DISTRICT</b>	<b>NUMBER</b>	<b>PERCENT</b>
San Benito	8,274	83.9%
Rio Grande	8,005	84.5%
Clint	7,557	88.2%
Los Fresnos	6,416	85.5%
<b>Region 19</b>	<b>123,978</b>	<b>74.7%</b>
<b>State</b>	<b>2,277,901</b>	<b>52.8%</b>

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

CISD distributes Title I funds to schools based on the number of students identified as economically disadvantaged. Principals decide how to use the funds. Using Title I, Part A, funds, in 2003–04, CISD was able to provide funding for 13 teachers and six aides as well as five instructional facilitators and two tutors for homeless students, as shown in **Exhibit A-17**.

Title I supports a number of programs including the Homeless program and the Private School program. **Exhibit A-18** describes these programs in detail.

five program areas: student assessment, program design, curriculum and instruction, professional development, and family-community involvement. “Acceptable” performance measures are those required by state law or rule. The “recognized” and “exemplary” measures are provided as “viable targets that local district educators seeking excellence, both for their district and for its students, may strive to attain.”

The CISD G/T program has a G/T district coordinator and 11 G/T campus coordinators. The

**EXHIBIT A-17  
TITLE I, PART A-FUNDED STAFF  
2003–04**

STAFF	DISTRICT	ELEMENTARY SCHOOL	MIDDLE SCHOOL	HIGH SCHOOL	TOTAL
Teachers		7	3	3	13
Aides		1	1	4	6
Tutors (Homeless)		1	1		2
Instructional Facilitators		3	1	1	5
Coordinators	2				2
Secretary, Federal Programs	1				1
<b>Total</b>	<b>3</b>	<b>12</b>	<b>6</b>	<b>8</b>	<b>29</b>

SOURCE: CISD, director of Federal Programs, January 2005.

**EXHIBIT A-18  
CISD TITLE I FUNDED PROGRAMS  
2003–04**

PROGRAM	PROGRAM DESCRIPTION
Homeless Children	CISD provides after-school tutorial and summer school services to homeless students Monday through Thursday in three schools: Montana Vista Elementary, Carroll T. Welch Intermediate, and Frank Macias Elementary. In 2003–04, CISD served 97 homeless students. In 2004–05, it is serving 134 homeless students. CISD works with Region 19 to identify homeless students. Region 19 funds a teacher, and CISD funds three tutors. In the summer program, Region 19 pays for a teacher and CISD pays for tutors and bus transportation for field trips.
Private School	CISD provided reading materials to five students enrolled in Lady of the Valley private school.

SOURCE: CISD, Federal Programs Director, December 2004.

**GIFTED AND TALENTED  
EDUCATION/ADVANCED ACADEMICS**

Section 29.122 of the TEC states that school districts “shall adopt a process for identifying and serving gifted and talented students in the district and shall establish a program for those students in each grade level.” Section 29.123 requires the State Board of Education (SBOE) to “develop and periodically update a state plan for the education of gifted and talented students” to be used for accountability purposes “to measure the performance of districts in providing services to students identified as gifted and talented.” The SBOE plan, adopted in 1996 and revised in 2000, provides direction for the refinement of existing services and the creation of additional curricular options for gifted and talented (G/T) students.

The *Texas State Plan for the Education of Gifted/Talented Students* establishes three levels of performance measures—*acceptable*, *recognized*, and *exemplary*—for

CISD G/T budget for 2004–05 is \$177,450, down from \$204,492 in 2003–04 and \$300,805 in 2002–03. In 2003–04, CISD served 422 students (**Exhibit A-19**). In 2004–05, the G/T program serves 447 students. The G/T program includes kindergarten through grade 12 and pre-advanced placement (pre-AP) and advanced placement (AP) classes in grades 9 through 12. In 2003–04, grade 8 had the largest number of students in the G/T program.

**Exhibit A-20** shows G/T students, teachers, and expenditures for CISD, peer districts, Region 19, and the state in 2003–04. CISD had the lowest percentages among its peers of G/T students and G/T teachers. Its percentages of G/T students, 4.9 percent, and G/T teachers, 0.8 percent, were below regional and statewide rates of 7.5 and 7.8 percent of students, respectively, and 1.9 and 2.2 percent of teachers, respectively. Compared to its peers, CISD had the highest percentage of budget allocated to G/T and the highest per student expenditures.

**EXHIBIT A-19  
CISD GIFTED/TALENTED STUDENTS  
BY GRADE LEVEL  
2003-04**

GRADE	NUMBER OF STUDENTS	PERCENT OF STUDENTS
Grade 1	*	0.2%
Grade 2	10	2.4%
Grade 3	19	4.5%
Grade 4	27	6.4%
Grade 5	40	9.5%
Grade 6	54	12.8%
Grade 7	46	10.9%
Grade 8	64	15.2%
Grade 9	47	11.1%
Grade 10	42	9.9%
Grade 11	38	9.0%
Grade 12	34	8.0%
<b>Total</b>	<b>422</b>	<b>100.0%</b>

\* Due to small numbers, data are not reported to protect student anonymity.  
SOURCE: CISD, Gifted and Talented (G/T) coordinator, 2003-04.

**EXHIBIT A-20  
NUMBER AND PERCENT OF GIFTED/  
TALENTED STUDENTS AND TEACHERS  
CISD, PEER DISTRICTS, REGION 19, AND THE STATE  
2003-04**

DISTRICT	G/T STUDENT ENROLLMENT		G/T TEACHERS		BUDGET INSTRUCTIONAL EXPENDITURES FOR G/T	
	NUMBER	PERCENT	NUMBER*	PERCENT	AMOUNT PER STUDENT	PERCENT**
Rio Grande	941	9.9%	46.9	7.4%	\$18	0.0%
San Benito	678	6.9%	25.3	4.4%	\$91	0.2%
Los Fresnos	634	8.4%	42.6	9.4%	\$96	0.2%
Clint	418	4.9%	3.9	0.8%	\$319	0.5%
Region 19	12,493	7.5%	213.0	1.9%	\$303	0.6%
State	335,805	7.8%	6,338.8	2.2%	\$851	1.7%

\* Expressed in full-time equivalents (FTEs).  
\*\* G/T expenditures as percent of total budgeted instructional program expenditures.  
SOURCE: Texas Education Agency, AEIS, 2003-04.

However, CISD’s percentage of budget allocated to G/T was below regional and statewide rates. Its expenditures per student were 37.5 percent of the state per student average but higher than the regional average.

The G/T program is not standardized across the district (**Exhibit A-21**). Schools decide on the type of G/T program they want to implement. The schools use a variety of different organizational and instructional patterns to serve G/T students, including pullout, differentiation in the regular class, acceleration, and advanced placement classes.

**SPECIAL EDUCATION**

Under the federal Individuals with Disabilities Education Act (IDEA), districts must provide appropriate public education for all children with disabilities regardless of their severity. The Act requires districts to provide educational services in the “least restrictive environment” and to include students with disabilities in state and district

assessment programs. Districts are also required to develop an Individual Education Plan (IEP) for each of these students with input from general education teachers. The IEP has to provide special education students with curricula that are related to those of students in general education classrooms.

CISD’s Special Education Department is headed by a director and consists of seven diagnosticians, three special education counselors, six speech pathologists and four speech therapy assistants, one physical therapist, one occupational therapist, one certified occupational therapy assistant, one transition specialist, and two transition job coaches. It also includes an adaptive physical education teacher, a teacher for students with visual impairments, a teacher for students with auditory impairments, and a homebound teacher, listed in **Exhibit A-6**. CISD also contracts with school psychologists on an as-needed basis. CISD offers the full continuum of instructional arrangements for special education

**EXHIBIT A-21**  
**CISD GIFTED AND TALENTED PROGRAMS BY SCHOOL**

<b>SCHOOL</b>	<b>TYPE OF PROGRAM</b>	<b>DESCRIPTION</b>
Red Sands Elementary	Pull-out program in science and differentiation in regular classroom	G/T students attend pullout science enrichment classes and teachers differentiate in the four core areas in the regular classroom.
William D. Surratt Elementary	Pull-out program in science and fine arts and differentiation in regular classroom	G/T students attend pullout classes in science enrichment and fine arts. Teachers at each grade level take six weeks to work with G/T students in interdisciplinary projects.
Desert Hills Elementary	Pull-out program in science	G/T students meet once a week with the science/technology teacher to complete group and individual projects.
Frank Macias Elementary	Pull-out program in science and self-contained differentiation in classroom in math and English language arts	G/T students attend science enrichment classes once a week. Teachers with identified gifted students have had their 30-hour core training and 6-hour update.
Montana Vista Elementary	Pull-out program in science and differentiation in regular classroom in four core areas	G/T students attend pullout science enrichment classes, and teachers differentiate in the four core areas in regular classroom.
Carroll T. Welch Intermediate	Pullout in science. The other core areas in self-contained classroom	G/T students go to enrichment science class once per week.
Clint Jr. High School	Differentiation in the classroom in the four core areas	Teachers were trained for 1.5 days in differentiated instruction. They also check students' schedules to make sure they would be with a group of G/T students (three or more) in at least one of the four core areas.
East Montana Middle School	Self-contained program in social studies	G/T students are served in the content area of social studies with three teachers (6 <sup>th</sup> , 7 <sup>th</sup> and 8 <sup>th</sup> grades).
Horizon Middle School	Pull-out program in the four core areas and differentiation in regular classroom	Pre-AP program in the four core areas. Faculty diligent about 30-hour core training and 6-hour update to serve G/T students.
Clint High School	Pull-out program in the four core areas	Pre-AP and AP in four core areas and dual credit courses in English, history, and psychology.
Horizon High School	Pull-out program in the four core areas and differentiation in regular classroom	Pre-AP classes in the four core areas, AP classes in Spanish, started dual credit courses in history and English.
Mountain View High School	Pull-out program in four core areas and advisory periods	Students attend pre-AP and AP in science, math, and English language arts. Advisory second period commenced in January 2005 in enrichment in four core areas. Added in February 2005 a second-period integrated enrichment program.

SOURCE: CISD G/T Program Coordinator, January 2005.

students at its schools. **Exhibit A-22** lists the special education arrangements by school.

*Mainstream*—To ensure the least restrictive environment appropriate for each student, district personnel first consider providing services in general education classrooms with supplementary aids or services. Students with disabilities who spend all of their classroom hours in a regular classroom are called “mainstreamed.” Of the 753 special education students at CISD in 2004–05, 239 or 31.7 percent are mainstreamed, and 99 or 13.1 percent spent at least 50 percent of the day in regular classrooms. Content Mastery is available at all campuses.

*Resource*—Resource classes in language arts, reading, and math are available for students in special

education who need modified curriculum and instruction from a certified special education teacher. Students are assigned to the resource classroom based on the ARD committee’s recommendation. CISD has one or more resource classes at all schools.

*Self-Contained*—Students with moderate to severe disabilities who cannot be appropriately served in a regular classroom are served in a separate “self-contained” classroom. CISD provides developmental skills classes that focus on socialization and communication skills and academic skills classes that offer a modified curriculum. CISD has developmental skills classes at two elementary schools, two middle schools, and the three high schools. CISD provides academic skills classes in

**EXHIBIT A-22**  
**CISD SPECIAL EDUCATION PROGRAM ARRANGEMENTS**  
**2004-05**

SCHOOL	PROGRAM	NUMBER OF TEACHERS	NUMBER OF PARA-EDUCATORS
Frank Macias Elementary	2 Resource Units	2	1
Montana Vista Elementary	1 Resource Unit Developmental Skills Class Unit 2 Preschool Program for Children with Disabilities Units	4	6 LVN*
Desert Hills Elementary	Resource Unit Preschool Program for Children with Disabilities Developmental Skills Class Unit Academic Skills Class Unit	4	5 1 vacancy**
Red Sands Elementary	Resource Unit Academic Skills Class Unit	2	1 1 vacancy**
Surratt Elementary School	Resource Unit Academic Skills Class Unit Behavior Adjustment Class Unit	3	2
Carroll T. Welch Middle School	2 Resource Units Academics Skills Class/Developmental Skills Class Unit	3	2
East Montana Middle School	2 Resource Units Academic Skills Class Unit Behavior Adjustment Class Unit	4	3
Clint Junior High School	Resource Unit Academic Skills Class Unit	2	3
Horizon Middle/High School	4 Resource Units Developmental Skills Class Unit Academic Skills Class Unit	6	3
Mountain View High School	3 Resource Units Developmental Skills Class Unit Behavior Adjustment Class Unit Academic Skills Class Unit	6	4 1 vacancy**
Clint High School	2 Resource Units Developmental Skills Class /Independent Living Class Unit Academic Skills Class Unit	4	3

\* LVN refers to a licensed vocational nurse.

\*\* All vacancies have been filled as of March 14, 2005.

SOURCE: CISD Special Education Department, December 2004.

three elementary schools and in all the middle and high schools.

*Adaptive Physical Education*—Students receive physical education instruction in the general education physical education program. The ARD committee addresses modifications for physical education and provides these when needed for the student to be successful. The adaptive physical education teacher provides an adaptive physical education program for students who would not benefit from a general education physical education program without modifications.

*Behavior Adjustment Units*—CISD has behavioral units in W.D. Surratt Elementary, East Montana Middle School, and Mountain View High School.

*Homebound*—This program provides at-home services for students at all grade levels who cannot attend school because of illness or injury. CISD has a

homebound teacher. In 2004–05, the district provides services to six homebound students.

*The Preschool Program for Children with Disabilities (PPCD)*—CISD has pre-school programs for children with disabilities who are three to five years old at Montana Vista Elementary and Desert Hills Elementary. Montana Vista Elementary has two PPCD programs, one for more medically involved children.

CISD sends five students in 2004–05 to the Regional Day School for the Deaf located on three El Paso ISD campuses.

**Exhibit A-23** provides CISD's special education enrollment and budgeted expenditures in 2003–04. CISD had the lowest percentage of students in special education among its peers. The percentage of CISD students in special education was also below Region 19 and state averages. The percentage of budget CISD allocated to special education was the

second highest among its peers but fell below regional and state percentages.

CISD had the second highest special education students-teacher ratio among its peers in 2003–04. Its student-teacher ratio was higher than both the Region 19 and the state ratios (**Exhibit A-24**).

**Exhibit A-25** shows the percentage of CISD students by disability in 2004–05. Of the 753 special education students served, 53.0 percent have learning disabilities and 26.6 percent have speech impairments.

CISD participates in the School Health and Related Services (SHARS) program and is reimbursed for services. The state's Medicaid program was amended in September 1992, allowing school districts to enroll as Medicaid providers and apply for Medicaid reimbursement for services they are providing to students with disabilities. SHARS provides reimbursement for services determined to be medically necessary and reasonable to ensure that a child with disability under the age of 21 receives the benefits of a free and appropriate public education. Services include assessment, audiology, counseling,

**EXHIBIT A-23**  
**BUDGETED INSTRUCTIONAL OPERATING EXPENDITURES**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003–04**

<b>DISTRICT</b>	<b>TOTAL STUDENTS ENROLLED</b>	<b>PERCENT OF TOTAL STUDENTS ENROLLED</b>	<b>BUDGETED SPECIAL EDUCATION EXPENDITURES</b>	<b>PERCENT OF TOTAL EXPENDITURES</b>
Clint	791	9.2%	\$3,350,711	11.7%
Los Fresnos	882	11.8%	\$3,294,693	12.0%
Rio Grande	1,210	12.8%	\$4,457,923	10.8%
San Benito	1,177	11.9%	\$3,857,014	11.0%
<b>Region 19</b>	<b>16,374</b>	<b>9.9%</b>	<b>\$81,205,088</b>	<b>12.4%</b>
<b>State</b>	<b>499,587</b>	<b>11.6%</b>	<b>\$2,281,501,471</b>	<b>13.3%</b>

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

**EXHIBIT A-24**  
**SPECIAL EDUCATION TEACHERS**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003–04**

<b>DISTRICT</b>	<b>NUMBER OF TEACHERS</b>	<b>NUMBER OF STUDENTS ENROLLED</b>	<b>TEACHER TO STUDENT RATIO</b>
Clint	39.5	791	20:1
Los Fresnos	45.1	882	19:1
Rio Grande	78.7	1,210	15:1
San Benito	46.2	1,177	25:1
<b>Region 19</b>	<b>988.6</b>	<b>16,374</b>	<b>17:1</b>
<b>State</b>	<b>29,772</b>	<b>499,587</b>	<b>17:1</b>

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

**EXHIBIT A-25**  
**CISD STUDENTS ENROLLED SPECIAL EDUCATION**  
**NUMBER AND PERCENT OF STUDENTS BY PRIMARY DISABILITY**  
**2004–05**

<b>DISABILITY</b>	<b>NUMBER OF STUDENTS</b>	<b>PERCENT OF STUDENTS</b>
Learning Disability	399	53.0%
Speech Impairment	200	26.6%
Mental Retardation	34	4.5%
Other Health Impairment	30	4.0%
Orthopedic Impairment	24	3.2%
Autism	16	2.1%
Emotional Disturbance	16	2.1%
Auditory Impairment	15	2.0%
Non Categorical Early Childhood	13	1.7%
Visual Impairment	6	0.8%
<b>Total</b>	<b>753</b>	<b>100.0%</b>

SOURCE: CISD, Special Education Enrollment 2004–05, December 2004.

medical services, school health services, occupational therapy, physical therapy, speech therapy, physiological services, and associated transportation. CISD received SHARS reimbursements totaling \$305,695 between 2000–01 and 2003–04 (**Exhibit A-26**). Intelmed Electronic Management assists CISD with the submission and collection of SHARS funds.

**EXHIBIT A-26  
CISD SHARS FUNDS  
2000-01 THROUGH 2003-04**

YEAR	SHARS FUNDS
2000-01	\$59,958
2001-02	\$47,730
2002-03	\$73,111
2003-04	\$124,896
<b>Total</b>	<b>\$305,695</b>

SOURCE: CISD Special Education Department, December 2004.

**BILINGUAL EDUCATION/ENGLISH AS A SECOND LANGUAGE**

Texas Education Code Chapter 29 requires that every Texas student who is identified as limited English proficient be provided a full opportunity to participate in a bilingual or English as a second language (ESL) program. Limited English proficiency (LEP) students are defined as those whose primary language is different from English and whose English language proficiency limits their participation in an English-language academic environment.

All school districts with 20 or more limited English proficiency students in the same grade level are required to offer bilingual/ESL or an alternative language program. Schools must provide bilingual education in pre-kindergarten through grade 5. Districts must provide bilingual education, ESL instruction, or other transitional language instruction approved by TEA in the post-elementary grades through grade 8. For students in grades 9 through 12, schools are required only to provide instruction in ESL.

School districts are required to identify limited English proficiency students and provide bilingual or ESL programs as an integral part of their regular educational programs. They must hire certified

teaching personnel to ensure that these students have full educational opportunities.

CISD has a bilingual/ESL coordinator who reports to the assistant superintendent for Instructional Services. In 2004–05, CISD has 139 bilingual teachers and 15.63 FTE ESL teachers: 5.13 FTEs in the middle schools, and 10.5 FTEs in the high schools.

In 2003–04, CISD had 3,976 LEP students, 46.4 percent of its student population. Of that number, 3,399, or 85.5 percent, were enrolled in bilingual or ESL programs. CISD had the second highest percentage of bilingual/ESL students among its peers, higher than Region 19 and the state. (**Exhibit A-27**). CISD’s percentage of bilingual/ESL budget was second highest among its peers but below regional and state averages. CISD had the lowest per student expenditures for bilingual/ESL among its peers. CISD’s per student expenditures were 15.8 percent of state per student expenditures and 14.3 percent of Region 19 per student expenditures.

In 2003–04, CISD had the highest percentage of bilingual/ESL teachers among its peers: 27.9 percent (**Exhibit A-28**). CISD’s percentage of bilingual/ESL teachers was also higher than Region 19 and the state at 19.1 and 8.4 percent, respectively. CISD’s bilingual/ESL teacher-student ratio of 25:1 was the second highest among its peers; it was the same as the state ratio but higher than the regional ratio of 20:1.

CISD has changed its bilingual program from a One-Way and Two-Way Dual Language Instructional Model to a 50/50 Dual Language Model and to a Transitional Model. The Dual Language Instructional Model is a bi-literacy program that gives students in K–5 the opportunity to acquire language proficiency and academic skills in two languages. CISD implemented the model using two variations: the one-way dual language program involved limited English proficient (LEP) students only. The Two-Way model included both language minority and language majority students. Under both models, a certified bilingual teacher and an optional monolingual teacher instruct in both languages,

**EXHIBIT A-27  
BILINGUAL/ESL PER STUDENT EXPENDITURE  
CISD, PEER DISTRICTS, REGION 19, AND STATE  
2003-04**

DISTRICT	STUDENTS ENROLLED IN BILINGUAL/ESL	PERCENT OF TOTAL ENROLLMENT	BUDGETED EXPENDITURES	PERCENT OF BUDGETED EXPENDITURES	PER STUDENT EXPENDITURES
Rio Grande	4,532	47.9%	\$998,193	2.4%	\$220
Clint	<b>3,399</b>	<b>39.7%</b>	<b>\$653,427</b>	<b>2.3%</b>	<b>\$192</b>
San Benito	2,051	20.8%	\$729,865	2.1%	\$356
Los Fresnos	1,489	19.8%	\$460,045	1.7%	\$309
Region 19	<b>41,706</b>	<b>25.1%</b>	<b>\$55,958,915</b>	<b>8.5%</b>	<b>\$1,342</b>
State	<b>606,190</b>	<b>14.1%</b>	<b>\$734,664,423</b>	<b>4.3%</b>	<b>\$1,212</b>

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

**EXHIBIT A-28**  
**BILINGUAL/ESL TEACHER TO STUDENT RATIO**  
**CISD, PEER DISTRICTS, REGION 19, AND STATE**  
**2003–04**

<b>DISTRICT</b>	<b>STUDENTS ENROLLED IN BILINGUAL ESL</b>	<b>BILINGUAL ESL TEACHERS</b>	<b>PERCENT OF BILINGUAL/ESL TEACHERS TO TOTAL TEACHERS</b>	<b>STUDENT TO TEACHER RATIO</b>
Rio Grande	4,532	154.7	24.3%	29:1
Clint	<b>3,399</b>	<b>138.4</b>	<b>27.9%</b>	<b>25:1</b>
San Benito	2,051	118.1	20.5%	17:1
Los Fresnos	1,489	65.7	14.4%	23:1
<b>Region 19</b>	<b>41,706</b>	<b>2,096.7</b>	<b>19.1%</b>	<b>20:1</b>
<b>State</b>	<b>606,190</b>	<b>24,399.4</b>	<b>8.4%</b>	<b>25:1</b>

SOURCE: Texas Education Agency AEIS, 2003–04.

focusing on the students' first language and enriching the second language.

A 2002–03 evaluation by the bilingual/ESL coordinator identified significant problems with implementation of the instructional models the district used. The programs were not implemented in a uniform or consistent way and varied from school to school and from year to year. Program staff did not have a clear understanding of the programs' goals and philosophy. Some teachers taught mainly in Spanish so it took longer for students to become fluent in English. A large percentage of bilingual students remained in the program for five or more years.

Consequently, CISD modified the Dual Language Instruction Model in 2003–04 to a 50/50 model, where instruction is in English half a day and in Spanish half a day. However, many of the teachers did not want to implement the program, and when the 2003–04 Reading Proficiency Test in English (ROTE) results showed little or no progress under this program, the district changed its bilingual program in 2004–05, moving to the Late Exit Transitional Model. The Transitional Model is based on a gradual increase of the use of English from 50 percent in kindergarten, to 60 percent in grade 1, 70 percent in grade 2, 80 percent in grade 3, 90 percent in grade 4, and 100 percent in grade 5. Students stay in the bilingual program all through elementary school (K–5), rather than exit the program in grade 3.

CISD also expanded its ESL program, targeting students who are recent immigrants. In 2004–05, CISD established Newcomer Centers in five of its middle and high schools. The objective of the centers is to provide resources and instruction to help new immigrants acquire proficiency in English and speed their successful transition into the regular education classroom. The centers consist of one or two classrooms, each with a teacher and aide, and dedicated resources for new immigrants. Students

spend the first three periods a day for a year in the special classrooms. Teachers incorporate literacy instruction with math, social studies, and science to ensure that students are working as closely as possible to their grade level. Other ESL students use the newcomer center for the second half of the day as a lab and resource room.

CISD is piloting a sheltered English program in math and science at Mountain View High School in 2004–05. The program targets new immigrants after they exit from the newcomer center. The program will be implemented in all high schools in 2005–06. Sheltered English is an instructional approach used to make academic instruction in English understandable to LEP students. Students in these classes are “sheltered” in that they do not compete academically with native English speakers since the class includes only LEP students.

### **CAREER AND TECHNOLOGY EDUCATION**

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

Following a February-March 2003 program review that faulted the Career and Technology Education (CATE) program for lack of leadership, lack of advanced courses, and coherent course sequences, CISD began improving the program. CISD hired a

full-time coordinator in July 2004, increased the number of teachers to 18.2 FTEs in 2004–05 from 16.3 FTEs in 2002–03, reorganized and expanded the program, and allocated greater financial resources to CATE. The CATE budget for 2004–05 increased to \$1,058,005 from \$873,760 in 2003–04 and \$781,773 in 2002–03.

The 2003 *CISD CATE Program Review* identified the lack of opportunities for CATE staff to share ideas and experiences. The program review also identified the need to obtain more input from business leaders regarding industry standards, jobs in demand, and expectations of students as future employees. CISD’s CATE Local Advisory Council (LAC), formed in 2003–04 as recommended in the program review, consists of CATE staff and counselors as well as 25 members of the business community. Clint ISD LAC meets twice a semester or four times a year. Two of the LAC meetings consist of CISD CATE staff and counselors, and two meetings, once every semester, include both CATE staff and counselors and the business partners. The business members participate in the annual evaluation of the CATE programs. The purpose of business participation in the LAC is to help the district assess local industry needs, assist in establishing proficiency standards for students, evaluate the adequacy of CATE facilities and programs, promote school-to-career connecting activities, and provide encouragement to students seeking jobs and training.

The 2003 *CISD CATE Program Review* identified the absence of CATE student organizations as one of the program weaknesses and urged promoting additional leadership organizations to reflect the different career pathways and encourage student participation. CATE student organizations open opportunities for students to broaden their experiences and participate in regional, state, and national competitions. CISD is slowly expanding the number of student organizations. In 2002–03, two organizations were present: Family, Career and Community Leaders of America (FCCLA) and Future Farmers of America (FFA). In 2003–04, CISD added the Texas Association of Future Educators (TAFE). In 2003–04, 50 students participated in FFA, 25 students participated in FCCLA, and eight students participated in TAFE. In 2004–05, CISD added the Business Professionals of America (BPA) to its list of CATE organizations and increased student participation to 143.

CISD’s CATE program starts in grade 8 with a course in Career Investigation. The course is available only at Clint Junior High School because the other middle schools do not have teachers who are CATE-certified. In 2003–04, CISD CATE offered 54 courses including a Career Investigation course representing five career clusters and an innovative course cluster, as shown in **Exhibit A-29**. The clusters include: agricultural science and technology, business education, family and consumer science education, technology education, and trade

**EXHIBIT A-29  
CISD CAREER AND TECHNOLOGY EDUCATION COURSES  
2003–04**

<b>CAREER AND TECHNOLOGY CLASSES</b>
<b>1. AGRICULTURAL SCIENCE AND TECHNOLOGY</b>
Introduction to World Agriculture Science and Technology
Applied Agriculture Science and Technology
Range Management and Ecology
Wildlife and Recreation Management
Introduction to Horticultural Science
Landscape Design, Construction, and Maintenance
Horticultural Plant Production
Floral Design and Interior Landscape Development
Advanced Floral Design
Personal Development in Agriculture
Agricultural Communications
Introduction to Agricultural Mechanics
Home Maintenance and Improvement
Agriculture Structures Technology
Agriculture Metal Fabrication Technology
Agricultural Mechanics I and II
Plant and Animal Production
Animal Science
Advanced Animal Science
Plant and Soil Science
Advanced Plant and Soil Science
Equine Science

**EXHIBIT A-29 (CONTINUED)**  
**CISD CAREER AND TECHNOLOGY EDUCATION COURSES**  
**2003–04**

<b>2. BUSINESS EDUCATION</b>
Accounting I Business Computer Information Systems I Business Communications Business Computer Information Systems II Business Computer Programming Business Image Management and Multimedia Business Support Systems Telecommunications and Networking
<b>3. FAMILY AND CONSUMER SCIENCE</b>
Personal and Family Development Family and Career Management Preparation for Parenting Child Development Nutrition and Food Science Management Apparel Textile and Apparel Design Housing Interior Design
<b>4. TECHNOLOGY EDUCATION</b>
Engineering Graphics Architectural Graphics
<b>5. TRADE AND INDUSTRIAL EDUCATION</b>
Computer Maintenance Technician I Computer Maintenance Technician II Automotive Technician I Automotive Technician II Automotive Technician III
<b>6. INNOVATIVE CATE COURSES</b>
Diversified Career Preparation I Diversified Career Preparation II Basic Computer Technology Basic Computer Technology II Fundamentals of the Internet

SOURCE: CISD, *Career and Technology Course Catalog, 2003–04*.

and industrial education. In 2003–04, CISD did not offer any courses in the health science technology cluster.

In 2004–05, CISD restructured its course offerings. It reduced the number of agricultural science and technology courses from 23 to 14 and added courses in such areas as Criminal Justice, Health, Cosmetology, and Auto Mechanics (**Exhibit A-30**).

CISD has articulation agreements with El Paso Community College (EPCC), Sul Ross State University (SRSU), and Western Technical Institute (WTI) for each of the courses. CISD signed articulation agreements with WTI in 2004, with EPCC in 1987 to 2003, and with SRSU in 1999–2000. An articulation agreement is a formal written contract between a district and a postsecondary institution that coordinates occupational training to eliminate unnecessary duplication of course work. The classes are taught at the high school. Upon completion and meeting all required technical competencies, the courses will be accepted for college credit. The credit hours are

transferable to these colleges and any other college or university that accepts such courses. The articulation agreement is for courses in the areas of agricultural science, business education, family and consumer sciences education, and trade and industrial education. The courses included in the articulation agreements are listed in **Exhibit A-31**.

CISD's CATE program has career preparation, work-based cooperative programs, and job shadowing programs that give students opportunities to explore careers and gain work experience. CISD offers two career preparation programs—Information Technology (IT) Institute and International School of Business—and plans to open a Health Science Academy and Cosmetology program in 2005–06.

The IT Institute, a four-year program located in Mountain View High School, was established in 2001–02. The institute is open to all CISD students and to students from neighboring districts. The goal of the institute is to graduate students who will work

**EXHIBIT A-30  
CISD CAREER AND TECHNOLOGY EDUCATION COURSES ADDED  
2004-05**

<b>TRADE AND INDUSTRIAL EDUCATION:</b>
Crime in America Technical Introduction to Criminal Justice
<b>HEALTH SCIENCE TECHNOLOGY EDUCATION:</b>
Anatomy and Physiology of Human Systems Medical Microbiology Pathophysiology Scientific Research & Design 1
<b>OUT OF DISTRICT: *</b>
Auto Collision Cosmetology Diesel Mechanics Food Production, Management, and Services 1 Hospitality 1 Major Appliance Service Technology 1 Marketing Dynamics

\* Courses offered at El Paso ISD Center for Career and Technology Education (CCTE).  
SOURCE: CISD, Career and Technology Courses, 2004-05.

toward certifications such as the A+ Certification for computer hardware services and repair; the 1-Net+

Certification indicating comprehensive knowledge of the Internet; and the Microsoft Certification demonstrating that they can implement, configure and trouble-shoot information systems. In 2003-04, 10 students received certifications. In 2002-03, eight students received certification. According to IT Institute faculty, students have built about 200 computers for the business computer classes since the program started in 2001-02. The institute limits admissions to 25 students in grade 9. In 2004-05, the IT Institute has 63 students: 20 are in grade 9, 12 are in grade 10, 17 are in grade 11, and 14 are in grade 12.

The International School of Business, a four-year program located at Horizon High School, was opened in 2004-05. The program gives priority to students in the Horizon High School area but is open, depending on availability, to all CISD students. The program offers courses in Business Information Computer Systems 1 and 2, Accounting 1, Business Image Management and Multimedia, Business Support Systems, Business Law/Banking and Financial Systems, and a 15-hour-a-week work-based program. In 2004-05, the International School of Business has 72 students.

CISD's job shadowing program involved 208 students in 2003-04, approximately 30 students a month. Job shadowing is a career exploration strategy for middle and high school students. Job shadowing allows students to explore the broad range of occupations so that later on they will be able to narrow their career interests. CISD students interested in job shadowing have to fill an application describing their career goals, personal interests and skills, school and community activities, post-

secondary education goals, and work experience. The CATE coordinator arranges student visits with employers and allocates one day a month for each school for job shadowing visits. Prior to shadowing employers, students receive packets of information that contain student business cards. Students complete a job shadowing evaluation and give a presentation on their experience, what they have learned, and what they liked and did not like about the job they observed. In 2003-04 and 2004-05, CISD in collaboration with the Upper Rio Grande College Tech-Prep Youth Consortium participated in National Groundhog Job Shadow Day. CISD placed the top two students from grades 6 through 12, based on grade point average (GPA), with mentors. In 2003-04, CISD sent approximately 40 students to the U.S. Border Patrol Museum to shadow museum staff. In 2004-05, CISD sent 46 students to four job locations: the district courthouse, a hospital, a medical center, and a rehabilitation center.

CISD started a work-based cooperative program for seniors in Mountain View High School in 1998-99. The program operated until 2000-01 and was restarted in 2003-04. CISD also started a work-based cooperative program in Clint High School in 2004-05. CISD has work-based cooperative education agreements with more than 20 local businesses in the areas of business administration, marketing, family and consumer science, and trade and industry. In 2003-04, 38 students participated in the program. Participation increased to 65 in 2004-05 (**Exhibit A-32**). The work-based cooperative program is offered under the Diversified Career Preparation (DCP) program. Students worked in medical centers, fast food stores, groceries, retail stores, construction, auto repair, library, and school offices. Students have to take a DCP course for two semesters and work a minimum of five hours a week

**EXHIBIT A-31**  
**CISD ARTICULATION AGREEMENT COURSES**  
**2004-05**

<b>COURSES</b>	<b>EL PASO COMMUNITY COLLEGE</b>	<b>SUL ROSS STATE UNIVERSITY</b>	<b>WESTERN TECHNICAL INSTITUTE</b>
<b>Agricultural Science and Technology:</b>			
Animal Production (2 semesters)		X	
Animal Science (1 semester)		X	
Equine Science (1 semester)		X	
Plant and Animal Production (1 semester)		X	
Plant and Soil Science (1 semester)		X	
Range Management and Ecology (1 semester)		X	
<b>Business Education:</b>			
Accounting 1 (1 semester)	X		
Accounting 1 (2 semesters)	X		
Business Computer Information Systems 1 (2 semesters)	X		X
Business Computer Information Systems 2 (2 semesters)	X	X	
Business Computer Programming (2 semesters)	X	X	
Business Support Systems (2 semesters)	X		
Introduction to Business (1-2 semesters)		X	
<b>Family and Consumer Science Education:</b>			
Child Development (1 semester)	X		
<b>Trade and Industrial Education:</b>			
Auto Tech 1 (2 semesters)	X		
Auto Tech 2 (2 semesters)	X		
Auto Tech 1 and 2 (4 semesters)			X
Computer Maintenance Technician (2 semesters)	X		X
Welding (2 semesters)		X	

SOURCE: CISD, Checklist of Articulated CATE Courses, 2004-05.

**EXHIBIT A-32**  
**CISD NUMBER OF STUDENTS IN CO-OP PROGRAMS**  
**2003-04 AND 2004-05**

<b>JOB TYPE</b>	<b>NUMBER OF STUDENTS 2003-04</b>	<b>NUMBER OF STUDENTS 2004-05</b>
Business Administration	*	18
Marketing-Food Services	11	7
Marketing-General Merchandizing	7	11
Marketing-Retail	*	*
Marketing-Services	*	*
Trade & Industry	*	*
Family and Consumer	*	22
Unpaid Business Administration	10	*
<b>Total</b>	<b>38</b>	<b>65</b>

\*Due to small numbers, data are not reported to protect student anonymity.

SOURCE: Mountain View High School, Diversified Career Preparation (DCP) Participants, 2003-04; CISD, Work-Based Learning by Program, October 29, 2004.

in an unpaid internship or 10 hours a week in a paid internship. Students can work in the morning, afternoon, or during the weekend. Through jobs with local businesses, students develop knowledge about careers and career options.

**DROPOUT PREVENTION AND  
ALTERNATIVE EDUCATION**

Texas has set dropout prevention as one of its primary goals. TEA's 2003-04 Performance-Based Monitoring Analysis System incorporates dropout rates as one of its key data elements. TEA requires districts to report information on students who leave school, which is used to determine a district's dropout rate. Districts must use the guidelines in the

TEA *Leaver Reason Codes* to report information on students who withdraw from school. Each school district must develop a comprehensive dropout prevention plan to help keep students from dropping out of school.

CISD's annual dropout rate exceeded the state dropout rate in 1998-99, 2000-01, and 2001-02. It exceeded the regional dropout rate only in 2001-02 (**Exhibit A-33**). CISD's dropout rate remained unchanged from 1999-2000 to 2001-02 at 1.2 percent. Compared with its peer districts, CISD has had the second highest dropout rate from 1998-99 to 2002-03. In 2002-03, the annual dropout rate refers only to students in grades 7 and 8. While CISD

**EXHIBIT A-33  
ANNUAL DROPOUT RATES  
CISD, PEER DISTRICTS, REGION 19, AND STATE  
1998-99 THROUGH 2002-03**

DISTRICT	1998-99	1999-2000	2000-01	2001-02	2002-03*
Rio Grande	3.7%	4.7%	3.0%	2.0%	0.4%
Clint	1.8%	1.2%	1.2%	1.2%	0.2%
San Benito	0.7%	0.6%	0.9%	0.4%	0.1%
Los Fresnos	0.5%	0.4%	0.4%	1.2%	0.0%
Region 19	1.9%	1.7%	1.4%	1.1%	0.2%
State	1.6%	1.3%	1.0%	0.9%	0.2%

\* The annual dropout rates for 2002-03 refer only to grade 7-8 dropouts. Annual dropout rates in 2001-02 and earlier referred to all dropouts.  
SOURCE: Texas Education Agency, AEIS, 1998-99 through 2003-04.

still had the second highest dropout rate compared with its peers, its dropout rate of 0.2 percent in 2002-03 was the same as Region 19 and the state rate.

Differences exist between the dropout rates of the district's two high schools. Clint High School's annual and longitudinal dropout rates were below its campus group, with the exception of 1998-99 when it had a higher annual dropout rate (Exhibit A-34). Mountain View High School has had a higher dropout rate than Clint High School since 1999-2000. Mountain View High School also had a higher longitudinal dropout rate for the classes of 2000, 2002, and 2003. Mountain View High School's annual dropout rates were higher than the dropout rates of its comparison group of campuses since 1999-2000. The comparison campus group is a group of 40 schools throughout the state that are demographically most similar to the target school. The comparison schools match the target school in percentage of African American, Hispanic, Anglo, economically disadvantaged, LEP, and mobile students. Mountain View High School's longitudinal dropout rates exceeded the dropout rates of its comparison group for the classes of 2000, 2002, and 2003.

To reduce its dropout rate, Mountain View High School's truant officer tracks all dropouts to determine if they are still in the area or if they returned to Mexico. Most of the dropouts, according to the principal, are over 18 and most work to support their family. The truant officer informs the dropouts about special academic and vocational programs for students who dropped out and encourages them to return to school. Mountain View High School encourages these students to enroll in its alternative education program by accommodating their work schedule. Mountain View High School takes dropouts younger than 18 to court and fines their parents if they do not return to school. To students younger than 18 with babies and without access to day care, the school provides homebound services. In 2004-05, Mountain View High School had 134 dropouts at the beginning of the year. It brought back to school all but 34 students.

During 2003-04, 982 students left CISD. More than 48 percent or 449 of the leavers were students who graduated. Of the 982 leavers, 50 students or 5.1 percent were dropouts, according to TEA Leaver Reason Codes. Poor academic performance accounted for 24 percent of the dropouts. However, reasons for dropping out remained unknown for 64 percent or 32 of the dropouts. Of the 483 students

**EXHIBIT A-34  
ANNUAL AND LONGITUDINAL DROPOUT RATES  
CLINT HIGH SCHOOL AND MOUNTAIN VIEW HIGH SCHOOL  
1998-99 THROUGH 2002-03**

MEASURE	1998-99	1999-2000	2000-01	2001-02	2002-03
<b>Clint High School</b>					
Annual Dropout Rate	1.8%	1.3%	0.8%	0.4%	*
Longitudinal Dropout Rate	5.7%	6.5%	6.1%	3.4%	1.9%
<b>Campus Group</b>					
Annual Dropout Rate	1.6%	1.7%	1.4%	1.3%	*
Longitudinal Dropout Rate	8.1%	7.6%	6.2%	5.6%	5.3%
<b>Mountain View High School</b>					
Annual Dropout Rate	1.3%	1.9%	2.5%	3.2%	*
Longitudinal Dropout Rate	4.5%	8.7%	5.8%	7.8%	10.0%
<b>Campus Group</b>					
Annual Dropout Rate	1.6%	1.3%	1.0%	1.4%	*
Longitudinal Dropout Rate	8.4%	7.9%	6.4%	5.5%	4.1%

\* Annual dropout rate is not computed.  
SOURCE: Texas Education Agency, AEIS, 1998-99 through 2003-04.

who did not drop out or graduate, nearly one-half withdrew to enroll in other school districts in or outside of Texas. **Exhibit A-35** shows the reasons for leaving or dropping out.

Principals, teachers, administrative staff, and parents who responded to a December 2004 School Review survey expressed different opinions about the effectiveness of CISD's dropout prevention programs. In response to the statement, "The district has effective special programs for dropout prevention," 1 percent of the teachers compared with 9 percent of administrative and support staff, 11 percent of principals, and 17 percent of parents strongly agreed with that statement (**Exhibit A-36**).

CISD's Clint Horizon Achieving More Pupil Success (CHAMPS) is a dropout prevention and dropout recovery program. It is located at Mountain View High School and Horizon High School. The alternative education program located at Mountain View High School is known as Hueco-Recovery. The program located at Horizon High School is known as CHAMPS-Recovery. One-half of the students are

recovered dropouts. A teacher and aide staff each program. CISD established the alternative education program in 1991 as Pathfinder Academy but decentralized it in 2003 because of the distance between communities. CHAMPS is an academic program of choice for individuals aged 17 to 21 who have 13.5 or fewer credits. High school principals refer students to the program. Students and their parents have to go through an intake interview and sign a contract in regards to attendance. Students are required to attend 90 percent of the time. They do not earn any credits if they have nine or more unexcused absences in the first semester and eight or more unexcused absences in the second semester. Both locations offer three sessions a day: 8:00 to 12:00, 12:00 to 4:00, and 4:00 to 8:00. The classroom in each school has computers equipped with A+ and NovaNet instructional software. A+ and NovaNet are comprehensive online courseware systems for grades 6–12 that provide a standards-based, interactive curriculum, integrated assessment, and student management and record keeping. Students progress at their own pace but are expected to

**EXHIBIT A-35**  
**REASONS FOR CISD STUDENTS LEAVING OR DROPPING OUT OF SCHOOL**  
**2003–04**

LEAVER CODES	2003–04	
	NUMBER	PERCENT
<b>DROPOUTS</b>		
(84) Academic performance	12	24.0%
Other reasons with five or fewer students (pursued job, pregnancy, marriage)	6	12.0%
(99) Other (unknown or not listed)	32	64.0%
Total Dropouts	50	5.1%
<b>OTHER LEAVERS</b>		
(01) Graduated	449	48.2%
(80) Withdrew from/left school to enroll in another Texas public school district	252	27.0%
(82) Enrolled in school outside of Texas	99	10.6%
(16) Returned to home country	78	8.4%
(22) Enrolled in alternative program, in compliance, working toward a GED	22	2.4%
(81) Enrolled in Texas private school	9	1.0%
(61) Incarcerated outside the district	6	0.6%
(72) Court ordered to alternative program	6	0.6%
Other reasons with five or fewer students	11	1.1%
Total Other Leavers	932	94.9%
Total Dropouts and Leavers	982	100.0%

SOURCE: CISD School Leaver Summary, 2003–04 Fall Collection.

**EXHIBIT A-36**  
**CISD PRINCIPALS, TEACHERS, ADMINISTRATIVE STAFF, AND PARENTS**  
**PERCEPTIONS OF DISTRICT'S DROPOUT PREVENTION PROGRAMS**  
**2004–05**

QUESTION	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>THE DISTRICT HAS EFFECTIVE SPECIAL PROGRAMS FOR DROPOUT PREVENTION.</b>					
Principals, Assistant Principals (N=18)	11%	22%	50%	17%	0%
Teachers (N=266)	1%	19%	67%	10%	3%
Administrative and Support Staff (N=45)	9%	38%	40%	11%	2%
Parents (N=90)	17%	24%	48%	7%	4%

SOURCE: Legislative Budget Board, School Review Surveys, December 2004.

complete 1.5 credits every six weeks. Typically students stay in the program for one to 1.5 years until they graduate. Most students graduate under the Recommended High School Program. CHAMPS-Recovery can accommodate up to 40 students. Hueco-Recovery can accommodate up to 60 students. Students who complete all high school credits and pass the TAKS graduate with their respective high school class.

**Exhibit A-37** shows the number of students enrolled, graduated, and withdrawn from the program in 2003–04 through December 2004. CISD did not keep program statistics for 2002–03.

When a student is assigned to the DAEP, the campus holds a parent conference, explaining the reason for placement. The parent and student participate in an intake conference on DAEP expectations, attendance, dress code, procedures, and time lines. They also participate in a conference at the end of each semester to review the student’s status. Placements are for a minimum of 18 weeks; however, students with discretionary placements may exit the program earlier if they complete their assignments successfully. The principal notifies the Special Education Department when a special education student is placed in the DAEP to ensure that the student’s needs are met.

**EXHIBIT A-37  
CHAMPS-RECOVERY AND HUECO-RECOVERY ENROLLMENT AND GRADUATION  
2003–04 THROUGH DECEMBER 2004**

	2003–04		AUGUST-DECEMBER 2004	
	NUMBER	PERCENT	NUMBER	PERCENT
Number of students enrolled	24	100.0%	41	100.0%
Number withdrew	*	12.5%	13	31.7%
Number graduated	6	25.0%	*	9.8%

*\*Due to small numbers, data are not reported to protect student anonymity.*

SOURCE: Clint Horizon Achieving More Pupil Success (CHAMPS) Recovery and Hueco-Recovery. CISD, January 2005.

The Student Reassignment Center (SRC) was CISD’s disciplinary alternative education program (DAEP) until December 2003. A two-year evaluation of the SRC demonstrated that the program was not effective. The district assigned its lowest performing teachers to the program, the instructional program was not aligned to the TEKS and TAAS, and the materials were outdated. The center also did not have teachers in all the core subjects as required. The students assigned to the program, mostly in grades 7, 8, and 9, were poorly treated and lost academic ground during their time in the DAEP, thereby putting them further behind when they returned to their home school and increasing their risk of failure. Although the program was moved to each of the three high schools in January 2004, it was fully restructured and newly staffed only in August 2004. Each of the programs also serves the middle schools in its feeder pattern. At each school, the program is located in a portable away from the main building, and the students arrive at 7:30 and leave at 4:30; different times than the regular students. Each portable has two rooms with computer stations. The principals administer the program. DAEP staffing at each high school consists of a social worker who oversees daily operations, two monitors, teachers in the four content areas, and a special education teacher. The teachers serving the DAEP students are regular high school teachers and use the school curriculum. One of the social workers oversees the programs both at Mountain View High School and Clint High School.

**Exhibit A-38** shows the number and characteristics of students placed at the DAEP in August through December 2004. CISD did not have student data from 2002–03 and 2003–04.

CISD plans to centralize its DAEP program and re-establish the Student Reassignment Center in 2005–06 at the Horizon High School. CISD will house the program in two double-room portables. The Center will have a principal and teachers experienced in working with students with discipline problems. The program will focus on academic and behavior improvement. It will deliver instruction to small groups of students. The program will have an “after release” component, tracking students’ academic performance and behavior after they return to their home schools. Centralizing the program will allow CISD to provide better academic and support services for the students, thereby reducing the recidivism rate.

**EXHIBIT A-38  
CISD’S DISCIPLINARY ALTERNATIVE  
EDUCATION PROGRAM  
2004–05**

STUDENT CHARACTERISTICS	2004–05
Enrollment	55
Mandatory Placement	41
Middle School	16
High School	39
Recidivism Rate	33
Number Exited	7
Number Withdrawing	*

*\*Due to small numbers, data are not reported to protect student anonymity.*

SOURCE: CISD Student Support Services Department, January 2005.

## **LIBRARY AND MEDIA SERVICES**

In May 1997, the Texas State Library and Archives Commission (TSLAC) adopted the *School Library Program Standards: Guidelines and Standards*. The guidelines were evaluated in 2002 with revisions adopted in March 2004. Their purpose is to ensure that students and staff become effective users of ideas and information, enabling them to be literate, lifelong learners. To accomplish this task, the school library program provides instruction in information gathering and the evaluation of resources, individual guidance, and access to materials in multiple formats. The guidelines offer criteria that identify library programs as exemplary, recognized, acceptable, or below standard in the areas of the library learning environment, curriculum integration, resources, library program management, and facilities. The No Child Left Behind (NCLB) legislation, Subpart 4—Improving Literacy through School Libraries—emphasizes the importance of libraries. NCLB considers libraries as resources for improving literacy skills and academic achievement of students by providing students with increased access to up-to-date school library materials, a well-equipped, technologically advanced school library media center, and well-trained, professionally certified school library media specialists.

## **CHAPTER 2 DISTRICT MANAGEMENT**

An effective district leadership, organizational and management structure requires several properly functioning elements. School board members must have a solid understanding of clearly delineated duties and responsibilities. The responsibilities of school board members typically include setting the goals and objectives of the district, establishing district policy, overseeing the performance of the superintendent and allocating the resources necessary to accomplish district objectives. Board members must also work collaboratively with each other and the superintendent to form the basis of an effective district leadership team.

As part of the management team, the district's superintendent plays a key role in effective district leadership. The superintendent is responsible for implementing procedures needed to accomplish district policy. As instructional leader, the superintendent also bears primary responsibility for guiding the day-to-day operations of the district and managing staff.

In addition, an effective organizational structure will include establishment and accomplishment of a comprehensive planning guide to help maintain the district's focus on salient goals and guide the effective allocation of resources.

Board meetings occur monthly on the third Wednesday of each month. Regular meetings are held at 5:30 PM in the boardroom of the CISD Administration Building located at 14521 West Horizon Blvd. The public is welcome to attend all meetings and citizens wishing to address the board about specific agenda items or other issues must register on the day of the regular board meeting before the meeting begins. Citizens may speak on specific agenda items during the Public Participation section of the agenda for a total of 30 minutes, with each speaker's comments limited to five minutes. The board will not deliberate, discuss or make decisions on public comments. Groups wishing to address the board must appoint no more than two people to represent the group's view to the board. Citizens cannot comment on individuals by name or position in public session.

The board president and superintendent develop the agenda for board meetings. Agenda items, however, come from a variety of sources including suggestions by board members, the superintendent, or items presented by members of the superintendent's cabinet. Individual board members submit to the board president by the Wednesday before the regular meeting any item they wish to have considered on the agenda.

The superintendent and members of the cabinet, beginning as many as four weeks prior to the regularly scheduled monthly board meetings, organize the agenda items, which usually are reviewed by the board president and superintendent before the regularly scheduled board meeting. The board president, on behalf of the board, can change the agenda as a result of items discussed with the superintendent and cabinet members. The agenda is finalized and posted by 4:30 PM on the Friday before the regular board meeting. The executive assistant to the superintendent, who serves as the board secretary, compiles the agenda books according to the finalized posted agenda that includes all supporting documents. The board secretary delivers the agenda books to board members on the Friday before the regularly scheduled Wednesday meeting. Each board member has from Friday through Wednesday to contact the superintendent or cabinet members with any questions or clarifications they need about information in the agenda book.

The board secretary prepares the official minutes of all open meetings. The board secretary, along with other board members, reviews the official minutes of all meetings for accuracy and completeness before approval. CISD makes audiotapes of open meetings and keeps them on file for six months.

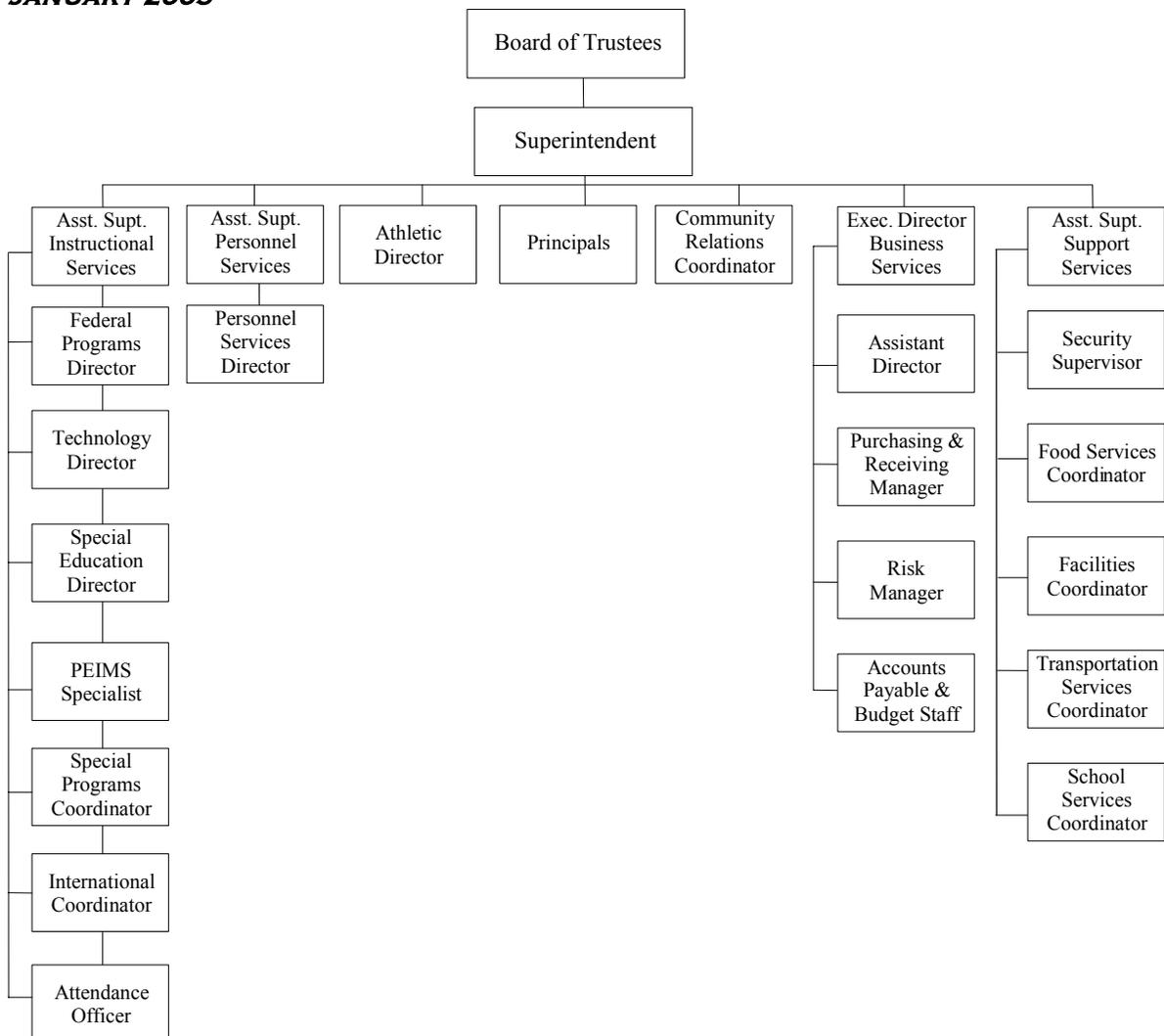
The board records minutes of closed sessions only when its attorney, who is responsible for recording the minutes, is present. The attorney records the minutes in closed session and forwards them to the board secretary for safekeeping.

Mr. Ricardo Estrada has served as CISD’s general superintendent since January 12, 2005 and is the chief executive officer of the district. The superintendent’s cabinet is the district’s executive leadership team responsible for day-to-day operations and administration. The cabinet consists of the assistant superintendent for Support Services, assistant superintendent for Instructional Services, assistant superintendent for Personnel Services, and the executive director of Business Services.

Exhibit A-39 presents CISD’s organization.

The superintendent meets with the cabinet the second and fourth Tuesday of each month and with the leadership team, which is the extended cabinet, on the third Thursday of each quarter. Cabinet meetings typically last three hours and include extensive discussions of issues affecting administration and operation of the district, the issuance of directives by the superintendent, status reports by cabinet members, and planning for monthly board meetings. The leadership team meetings include cabinet members, principals, directors, managers, and supervisors. The superintendent uses leadership team meetings to communicate information resulting from decisions made by the cabinet that affect CISD’s administration and operations. The superintendent also meets with all principals on the third Thursday of each month to discuss issues related to school administration and operations.

**EXHIBIT A-39  
CISD ORGANIZATION  
JANUARY 2005**



SOURCE: CISD Superintendent’s Office, January 2005.

**COMMUNITY INVOLVEMENT**

Effective communication and positive community relations are paramount to the foundation of strong community involvement programs within school districts. Effective communication involves dedicated and consistent use of print and electronic media to disseminate information and invite community groups to partner with the district to strengthen community service while meeting common goals.

A high level of community involvement is important to ensure that school districts are able to both supplement their services to the community and benefit from resources resident in the community. Community resources contributed to school districts include volunteer time, materials, services, and cash. Likewise, school districts may supplement their service to the community by contributing the use of facilities, disseminating information quickly and effectively, and providing opportunities for community members to participate in district functions. By providing input on the quality of service provided by the district, the community ultimately benefits from a district that will produce an educated citizenry and capable workforce. The district in turn can focus its services to more precisely reflect community desires.

An effective community involvement program must also take care to plan, evaluate, and track its initiatives. This process is a vital element of community involvement because it ensures that districts use their limited time and resources as efficiently as possible.

Clint ISD is located in lower valley of El Paso County, which is located 25 miles east of the City of El Paso. Ysleta and Socorro ISD border Clint ISD. Because Clint ISD is located well beyond the El Paso city limits, the district does not receive the same amount of media attention that is given to the three largest districts in the city of El Paso-El Paso, Ysleta

and Socorro ISD. Moreover, unlike El Paso and Socorro ISD which are located on the Texas-Juarez, New Mexico border, since Clint ISD is removed from Juarez, it does not have many of the added community involvement issues that are inherent with migrant student populations.

The office of Community Relations reports directly to the interim superintendent and has an annual operating budget of \$57,000, which includes funds for training materials and parental involvement training programs, travel to conferences, publishing internal newsletters for distribution to employees and external newsletters for community members, convocations and teacher recognition events, and general and administrative expenses.

**CHAPTER 3  
PERSONNEL MANAGEMENT**

The effective management of district personnel is critical to the success of the school district. A school district must have qualified and talented employees to facilitate and support the educational development of students. Districts must comply with Equal Employment Opportunity (EEOC) statutes and other federal and state laws. Since costs related to personnel typically constitute the largest district expenditure, it is important the district has efficient and effective personnel policies, processes, and practices. One of the key areas of personnel management for a school district is the presence of sound personnel policies and procedures. Personnel management includes establishing compensation structures, conducting staffing analysis, recruiting, hiring, salary and benefits administration, performance evaluations, and employee development.

CISD’s payroll costs have increased \$10 million from 1999–2000 to 2003–04. However, payroll costs as a percentage of operating costs have decreased from 78 percent to 73 percent during the same time. **Exhibit A-40** summarizes CISD’s payroll costs between 1999–2000 through 2003–04.

**EXHIBIT A-40  
CISD PAYROLL COSTS  
2003–04**

<b>EXPENDITURE CATEGORY</b>	<b>CISD ACTUAL AMOUNT</b>	<b>CISD PERCENTAGE OF EXPENDITURES</b>	<b>STATE PERCENTAGE AMOUNT</b>
Payroll	\$41,723,655	73.2%	72.2%
Contracted Services	3,483,199	6.1%	7.7%
Supplies and Materials	5,546,436	9.7%	7.5%
Capital Outlay Expenses	19,894	0.0%	1.9%
Other Operating Expenses	791,759	1.4%	2.3%
Debt Service	5,405,507	9.5%	8.4%
<b>Total</b>	<b>\$56,970,450</b>	<b>100.0%</b>	<b>100.0%</b>

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

Exhibit A-41 provides the five-year payroll trend. Exhibit A-42 compares CISD payroll costs to its peers. CISD has the second highest percentage of payroll costs to its peers and is higher than the state and lower than Region 19.

Business Services department administers the benefits and payroll. The Personnel Service department maintains basic employee data on the district's information management system. The Personnel Service Department's processes are paper-driven, in that all required forms are routed to

**EXHIBIT A-41  
CISD PAYROLL COSTS 5-YEAR TREND  
1999-2000 THROUGH 2003-04**

SCHOOL YEAR	PAYROLL EXPENDITURES	PERCENT OF BUDGET
1999-2000	\$31,635,557	78%
2000-01	\$39,816,101	76%
2001-02	\$40,603,907	77%
2002-03	\$40,434,279	75%
2003-04	\$41,723,655	73%

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

**EXHIBIT A-42  
CISD PAYROLL COSTS TO PEERS  
2003-04**

DISTRICT	PAYROLL COSTS	PERCENTAGE OF TOTAL BUDGET	STUDENT ENROLLMENT	TOTAL STAFF COUNT
Rio Grande City ISD	\$59,546,231	79.8%	9,469	1,683
Clint ISD	\$41,723,655	73.2%	8,564	1,054
Los Fresnos CISD	\$40,095,917	71.8%	7,506	1,127
San Benito ISD	\$51,862,684	70.3%	9,866	1,343
Region 19	\$930,148,879	74.4%	165,975	22,132
State	\$23,947,617,766	72.2%	4,311,502	573,411

Note: Debt Service and Capital Outlay not included.  
SOURCE: Texas Education Agency, AEIS, 2003-04.

**ORGANIZATION AND MANAGEMENT**

The mission of CISD's Personnel Service department is:

"The Personnel Service department is dedicated to supporting the District's goal of recruiting and retaining the best teachers and staff. We will continue to enhance our status as "Employer of Choice" by formulating effective personnel strategies, developing policies and procedures and creating programs that enable our campuses and students to attain their goals and achieve "Performance Excellence."

The department has adopted a motto of "Pursuing Performance Excellence." To achieve its mission, the department has divided itself into the following areas:

- Employment Management;
- Personnel Service Operations;
- Personnel Service Consulting; and
- Professional and Organizational Development.

CISD's Personnel Service department processes all district employees throughout the employee life cycle: hiring, retention, promotions, transfer, and termination. Personnel Service assists employees with benefits enrollment. The payroll function of the

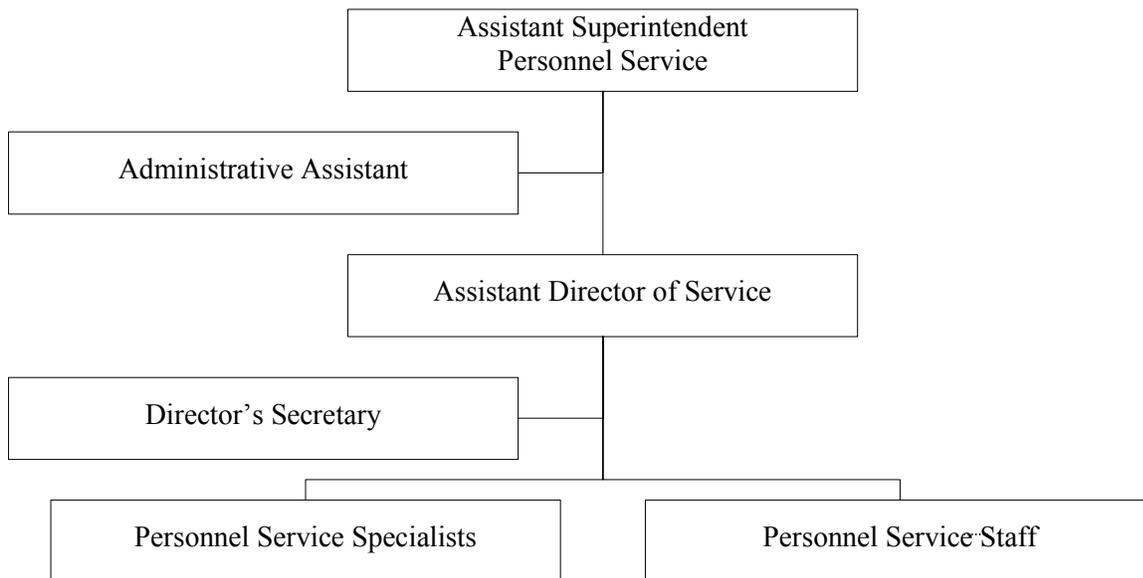
employees and departments for completion. All personnel files are paper and stored in a secure file room. Employment applications are completed on paper and stored for one year. The applicant's name, social security number, employment application number, and job applied for are entered into the district's information system. Paper copies are provided to principals and departments for interviewing when there are vacancies.

CISD subscribes to the Texas Association of School Boards (TASB) board policy service for its board policies. Some of the adopted board policies have been revised to reflect CISD's local needs. The employee handbook developed by the Personnel Service Department refers to board policies where appropriate. CISD board policies are available for viewing and downloading on the CISD website.

Exhibit A-43 shows the Personnel Service Department organization. The department employs nine individuals, including the assistant superintendent for Personnel Service. CISD's Personnel Service Department is responsible for the following activities:

- complying with federal and state employment regulations;

**EXHIBIT A-43  
CISD PERSONNEL SERVICE ORGANIZATION**



SOURCE: CISD Personnel Service, December 2004.

- conducting salary and benefit surveys and developing competitive salary schedules and benefits packages;
- administering the approved salary and benefits system;
- developing and maintaining the district's employee classification system;
- assisting departments in developing and updating job descriptions;
- developing and updating the employee handbook;
- developing and maintaining staffing formulas;
- assisting in the preparation of the annual staffing budget;
- administering the district's position control system;
- administering the employee grievance process;
- processing EEOC and OCR complaints;
- conducting new employee and substitute training;
- facilitating the employee performance appraisal process;
- counseling employees;
- recruiting qualified employment candidates;
- establishing and maintaining employee records;

- processing personnel action forms;
- administering and monitoring the teacher certification and permit process;
- issuing contracts, letters of assurance, and non-renewals;
- hiring, training, and placing substitute teachers;
- preparing required state reports; and
- preparing monthly board reports.

The Personnel Service financial budget for 2001–02 through 2004–05 is summarized in **Exhibit A-44**.

**RECRUITING AND STAFFING**

There are 1,031 school districts in Texas competing for a limited number of teachers. This makes it crucial for districts to have an effective recruiting strategy. One of the objectives of CISD's Personnel Service strategic plan for 2004–07 is "identify innovative programs, methods, and approaches focused on recruitment of highly qualified teachers, administrators, and support staff." To accomplish this they have identified the following actions:

1. Enhance current recruiting methods by incorporating and developing "impactful" recruiting materials and resources;
2. Identify key attributes of working successfully;
3. Generate satisfaction surveys;
4. Utilize technology more effectively for recruiting and screening applications; and

**EXHIBIT A-44**  
**PERSONNEL SERVICE BUDGET**  
**2001-02 THROUGH 2004-05**

	<b>BUDGET 2004-05</b>	<b>2003-04 ACTUAL</b>	<b>2002-03 ACTUAL</b>	<b>2001-02 ACTUAL</b>	<b>DIFFERENCE OVER THREE YEARS</b>
Staff Development	–	–	–	\$3,238	\$(3,238)
Social Work	–	–	–	\$110	\$(110)
Salaries	\$429,990	\$356,659	\$369,893	\$334,940	\$95,050
Contracted Services	\$32,000	\$20,107	\$4,316	\$14,579	\$17,421
Supplies	\$31,420	\$14,429	\$26,354	\$14,104	\$17,316
Travel & Misc. Operating Expenses	\$14,220	\$12,493	\$11,102	\$11,215	\$3,005
Furniture	\$2,140	–	–	–	\$2,140
Plant Maintenance & Operations	\$1,320	\$469	–	–	\$1,320
Testing Materials & Supplies	\$2,500	\$15,579	–	–	\$2,500
<b>Total</b>	<b>\$513,590</b>	<b>\$419,737</b>	<b>\$411,665</b>	<b>\$378,186</b>	<b>\$135,404</b>

SOURCE: CISD GNL.570 computer program budget reports, 2001-02 through 2004-05, December 2004 and January 2005.

5. Take an active role in recruiting activities during, before, and after job fairs at universities and local entities.

The performance measures identified for this objective are listed below:

- satisfaction surveys;
- turnover rates;
- hiring statistics and comparisons;
- positions filled by properly certified and qualified employees; and
- number of attendees at district Career Expos.

Personnel Service recruits at the same universities each year. Personnel Service held the first district Job Expo in April 2004. Representatives from CISD and the Assistant Superintendent of Personnel Service attend job fairs each year at:

- The University of Texas at El Paso career day, El Paso, Texas;
- The University of Texas at El Paso job fair, El Paso, Texas;
- Region 19 Career Day, El Paso, Texas;
- Sul Ross State University, Alpine, Texas; and
- New Mexico State University job fair, Las Cruces, New Mexico.

Although the Personnel Service Department is assigned the responsibility of recruiting and initial applicant screening for minimum qualifications, principals and supervisors conduct the interviewing and selection process for new employees. The hiring school or department forms interview committees, and the principal or supervisor reviews employment applications to determine which candidates to interview. Once the interviews have been conducted and the candidate has been selected for hire by the principal or supervisor and interview committee, the Personnel Service Department makes the employment offer and processes the documentation for the new hire.

CISD hired 87 teachers in 2001-02, 93 in 2002-03, 128 in 2003-04, and 113 in 2004-05. The additional teachers were hired because of district growth and teacher turnover. The total teaching staff decreased by 26 in 2001-02, increased by one in 2002-03, decreased by 14 in 2003-04, and increased by 51 in 2004-05. **Exhibit A-45** shows the number of teachers hired from 2001-02 through 2004-05. In a March 2005 meeting with district officials, staff from the Personnel Service Department mentioned that it had received 3,000 applications for approximately 100 openings in 2003-04 and that all positions in the district had been filled.

**EXHIBIT A-45**  
**CISD NEW TEACHERS HIRED**  
**2001-02 THROUGH 2004-05**

	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>
Previous Year Teaching Staff	535	509	510	496
Current Year Teaching Staff	509	510	496	547
Increase/Decrease in Teaching Staff from Previous Year	(26)	1	(14)	51
Teachers Hired	87	93	128	113
Hired to Replace Teachers Leaving CISD	87	92	128	62

SOURCE: CISD Personnel Service Attrition Report, December 2004.

**Exhibit A-46** shows the district employee departure reasons as recorded in employee exit interviews.

**Exhibit A-47** summarizes CISD staffing for 2004–05. The largest percentage of CISD staff is teachers (47.6 percent), followed by campus paraprofessionals (14.4 percent) and warehouse personnel (10.4 percent). Central office staff comprises 4.8 percent of total employees. The percentage of teachers to total staff decreased 5 percent from 1999–2000 through 2003–04, while central administration increased by 1 percent and auxiliary staff increased by 5 percent during the same period.

**Exhibit A-48** details the percentage of CISD staff by classification from 1999–2000 through 2003–04.

Professional staff includes teachers, principals, librarians, nurses, and administrators. Auxiliary staff comprises substitute teachers, manual trades, clerical support, teacher aides, transportation drivers and mechanics, maintenance and warehouse staff, and food service employees. There are 609 professional staff and 445 auxiliary staff in the district in 2004–05.

CISD is highest among its peers in percentage of teachers and central office staff, and lowest in percentage of educational aides. **Exhibit A-49** provides the percentage of staff by category.

CISD leads its peers and Region 19 in the percentage of teachers holding a Bachelor's and Doctorate degrees and is third among its peers and lower than Region 19 and the state in percentage of teachers

#### **EXHIBIT A-46 CISD EMPLOYEE DEPARTURES 2003–04**

	<b>NUMBER</b>	<b>PERCENTAGE OF DEPARTURES</b>
<b>Professional Staff</b>		
Retired	13	14%
Resigned	78	86%
Total Professional Staff Attrition	91	
<b>Percentage of Professional Staff</b>	15%	
<b>Auxiliary Staff</b>		
Retired	4	9%
Resigned	40	91%
Total Auxiliary Staff Attrition	44	
<b>Percentage of Auxiliary Staff</b>	10%	

SOURCE: CISD Personnel Service Attrition Report, December 2004.

#### **EXHIBIT A-47 CISD STAFFING 2004–05**

<b>POSITION</b>	<b>CLINT ISD</b>	<b>PERCENTAGE OF TOTAL</b>
Teachers	547	47.6%
Campus Paraprofessionals	165	14.4%
Campus Administration	26	2.3%
Central Administration	55	4.8%
Counselors	16	1.4%
Librarians	11	1.0%
Special Education	20	1.7%
School Nurses	11	1.0%
Food Service	79	6.9%
Transportation	67	5.8%
Warehouse & Maintenance	119	10.4%
Security	33	2.9%
Total Staff	1,149	100.0%
Total Students	9,047	

SOURCE: www.clintweb.net.

#### **EXHIBIT A-48 CISD STAFF BY CLASSIFICATION 1999–2000 THROUGH 2003–04**

<b>CLASSIFICATION</b>	<b>1999–2000</b>	<b>2000–01</b>	<b>2001–02</b>	<b>2002–03</b>	<b>2003–04</b>
Campus Administrators	3%	2%	2%	2%	2%
Central Administrators	1%	1%	1%	1%	2%
Education Aides	7%	7%	7%	7%	6%
Professional Support	6%	7%	7%	8%	7%
Teachers	53%	50%	49%	49%	47%
Auxiliary Staff	31%	33%	34%	33%	36%
Total Staff	976	1,066	1,041	1,049	1,054

SOURCE: Texas Education Agency, AEIS 2000–2001 through 2003–04 reports.

holding Master’s degrees. **Exhibit A-50** summarizes percentage of teachers by degree held.

Sixty-five percent of CISD’s teaching staff has six or more years experience, making it second among its peers and higher than the Region 19 and state averages. **Exhibit A-51** summarizes teaching experience by years.

According to the Texas Education Agency PEIMS 2003–04 report, CISD’s student ethnic population is comprised of 0.4 percent African American, 0.1 percent Asian/Pacific Islander, 95.5 percent Hispanic, .1 percent Native American, and 3.9

percent White. The teacher ethnicity does not relate to that of the student population. CISD has a lower percentage of Hispanic teachers than students and a higher percentage of white teachers than students.

**Exhibit A-52** provides a summary of teacher ethnicity.

**Exhibit A-53** shows that during 2000–01 there were 535 teachers and 7,592 students, a ratio of 14.2 students to each teacher. The number of students increased to 8,564 in 2003–04, but the number of teachers decreased to 496, a ratio of 17.3 students to each teacher. In 2004–05, there are 547 teachers for 8,761 enrolled students, a ratio of 16.0 students to

**EXHIBIT A-49  
STAFFING BY CLASSIFICATION  
CISD TO PEERS 2003–04**

CLASSIFICATION	CLINT ISD	LOS FRESNOS CISD	RIO GRANDE CITY ISD	SAN BENITO CISD	REGION 19	STATE
Campus Administrative	2%	2%	2.0%	3%	2%	3%
Central Administrative	2%	1%	0.5%	1%	1%	1%
Educational Aides	6%	15%	12.0%	13%	7%	10%
Support Staff	7%	6%	7.0%	10%	8%	8%
Teachers	47%	40%	38.0%	43%	50%	50%
Auxiliary Staff	36%	35%	42.0%	31%	31%	28%
<b>Total Staff</b>	<b>1,054</b>	<b>1,127</b>	<b>1,683</b>	<b>1,343</b>	<b>22,143</b>	<b>573,411</b>

SOURCE: Texas Education Agency, AEIS, 2003–04 report; percentages rounded.

**EXHIBIT A-50  
TEACHER FTE’S BY DEGREE  
CISD AND PEERS 2003–2004**

DEGREES	CLINT	SAN BENITO	LOS FRESNOS	RIO GRANDE	REGION 19	STATE
Bachelor’s	84.3%	83.8%	81.2%	68.0%	78%	76.4%
Doctorate	0.8%	0.0%	0.0%	0.3%	0%	1.1%
Master’s	13.1%	14.9%	18.4%	11.5%	20%	22.0%
No Degree	1.8%	1.3%	0.4%	20.2%	2%	0.5%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100%</b>	<b>100.0%</b>

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

**EXHIBIT A-51  
TEACHER EXPERIENCE GROUPED BY YEARS  
CISD TO PEERS 2003–04**

YEARS OF EXPERIENCE	SAN BENITO	CLINT	LOS FRESNOS	RIO GRANDE	REGION 19	STATE
0 Years	5.1%	3.9%	8.1%	0.6%	7.6%	6.5%
1–5 Years	24.9%	30.8%	28.8%	46.4%	29.0%	29.0%
6–10 Years	16.6%	25.8%	22.3%	13.2%	18.6%	18.9%
11–20 Years	26.6%	28.0%	27.0%	20.1%	25.3%	24.8%
More Than 20 Years	26.8%	11.6%	13.7%	19.7%	19.5%	20.9%
Percent with more than 6 Years*	69.0%	65.4%	63.8%	53.0%	63.4%	64.6%

\*Calculated by McConnell, Jones, Lanier & Murphy (MJLM).

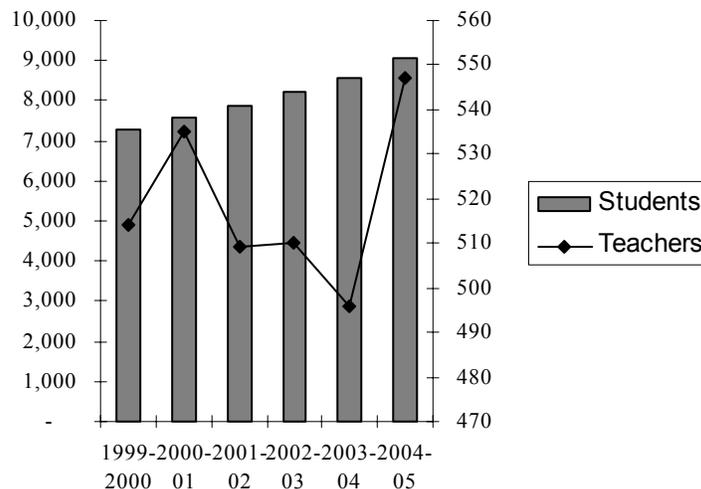
SOURCE: Texas Education Agency, AEIS, 2003–04.

**EXHIBIT A-52  
TEACHER ETHNICITY  
CISD TO PEERS 2003–04**

ETHNICITY	CLINT	LOS FRESNOS	RIO GRANDE	SAN BENITO	REGION 19	STATE
African American	1.4%	0.2%	0.0%	0.3%	2.2%	8.8%
Asian/Pacific Islander	0.0%	0.7%	4.6%	0.2%	1.4%	1.0%
Hispanic	61.8%	66.3%	87.3%	82.3%	61.0%	18.8%
Native American	0.0%	0.2%	0.0%	0.0%	0.2%	0.3%
White	36.8%	32.6%	8.2%	17.2%	35.3%	71.1%

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

**EXHIBIT A-53  
STAFFING VS ENROLLMENT TRENDS  
1999-2000 THROUGH 2004-05**



SOURCE: Texas Education Agency, AEIS, 1999-2000 through 2003-04; www.clintweb.net 2004-05.

each teacher. Although CISD has increased the student to teacher ratio for 2004-05, it is still below the 2000-01 ratio.

**COMPENSATION**

Competitive salaries and benefits attract and retain qualified and competent staff. Managing payroll costs effectively and efficiently provides districts with the flexibility to distribute scarce funds to necessary programs. A sound compensation system should facilitate the following objectives:

- provide external competitiveness and equity;
- provide internal equity;
- be understandable to and accepted by employees;
- be affordable; and
- provide ease of administration.

CISD strives to offer competitive salaries and benefits in order to attract and retain qualified

employees. Benefits offered by CISD include insurance, longevity stipends, specialty area stipends, and travel stipends. **Exhibit A-54** summarizes CISD’s 2003-04 teacher salary study. CISD teacher salary schedules show that teachers with one to eight years experience and 12-14 years experience receive higher base salary than peers, while all others receive lower base salaries.

Personnel Service develops its salary schedules by researching local school district websites to determine what they are paying. They then work with the Business Services department to determine available funds and develop a pay schedule for the following year. The salary schedules are approved by the board before going into effect. CISD has a goal of being the highest paying district in the area. To achieve this, they supplement base salaries with various stipends (additional monthly or annual payments) for teachers, librarians, nurses, coaches, and administrators. Payroll costs are the largest operating expenditures of CISD. **Exhibits A-55,**

**EXHIBIT A-54  
SUMMARY OF CISD TEACHER SALARY COMPARISON  
2003-04**

YEARS EXPERIENCE	CISD SALARY RANGE	PEER SALARY RANGE**	COMPARED TO SURROUNDING DISTRICTS*	AVERAGE DIFFERENCE
0-8	\$34,000-\$37,553	\$30,796-\$37,332	Higher	\$536
9-11	\$38,034-\$39,189	\$36,397-\$39,448	Lower	\$(482)
12-14	\$39,771-\$41,090	\$37,800-\$40,703	Higher	\$300
15-30	\$41,610-\$47,527	\$39,900-\$50,384	Lower	\$(1,103)

\*Surrounding districts were Canutillo, El Paso, Fabens, San Eli, Socorro, and Ysleta

\*\*Lowest number is the lowest pay received for the first year in the years experience range and the highest number is the highest amount paid for the highest year in the years experience range.

SOURCE: CISD 2003-04 Salary Comparison and Proposal.

A-56, A-57, and A-58 present the 2004–05 pay scales in place for manual trades, paraprofessional, professional, and travel stipends, respectively.

**EXHIBIT A-55  
CISD MANUAL TRADES  
PAY SCHEDULE  
HOURLY RATE 2004–05**

PAY GRADE	MINIMUM	MIDPOINT	MAXIMUM
Level 1	\$6.83	\$8.54	\$10.25
Level 2	\$7.86	\$9.83	\$11.80
Level 3	\$9.04	\$11.30	\$13.56
Level 4	\$10.40	\$13.00	\$15.60
Level 5	\$11.96	\$14.95	\$17.93
Level 6	\$13.75	\$17.19	\$20.62
Level 7	\$15.81	\$19.76	\$23.71

SOURCE: CISD Personnel Service Salary Schedules, December 2004.

**EXHIBIT A-56  
CISD CLERICAL/PARAPROFESSIONAL  
PAY SCHEDULE  
HOURLY RATE 2004–05**

PAY GRADE	MINIMUM	MIDPOINT	MAXIMUM
Level 1	\$7.65	\$9.57	\$11.48
Level 2	\$8.65	\$10.81	\$12.98
Level 3	\$9.78	\$12.86	\$15.93
Level 4	\$12.48	\$15.61	\$18.73
Level 5	\$14.11	\$17.64	\$21.16
Level 6	\$15.94	\$19.93	\$23.92
Level 7	\$18.02	\$22.53	\$27.04

SOURCE: CISD Personnel Service Salary Schedules, December 2004.

**EXHIBIT A-57  
CISD MANAGERIAL/PROFESSIONAL  
PAY SCHEDULE  
DAILY RATE 2004–05**

PAY GRADE	MINIMUM	MIDPOINT	MAXIMUM
Level 1	\$145.87	\$183.37	\$220.87
Level 2	\$165.87	\$205.87	\$245.87
Level 3	\$201.87	\$248.95	\$296.03
Level 4	\$224.70	\$298.03	\$371.36
Level 5	\$242.91	\$331.55	\$420.18
Level 6	\$262.62	\$348.32	\$434.02
Level 7	\$283.91	\$376.56	\$469.21
Level 8	\$306.94	\$407.10	\$507.25

SOURCE: CISD Personnel Service Salary Schedules, December 2004.

**EXHIBIT A-58  
CISD TRAVEL STIPEND SCHEDULE  
2004–05**

POSITION	MONTHLY STIPEND
Cabinet Members – Admin 7/8	\$300
Principal, High School – Admin 7	\$200
Principal, Middle School – Admin 6	\$150
Assistant Principal, HS/MS – Admin 3	\$150
Directors/Coordinators/Managers – Admin 3–6	\$150
Principal, Elementary – Admin 5	\$100
Supervisor/Specialist – Admin 1/2	\$100
Itinerant Staff	Calculate on Days/Actual Miles
<b>Exceptions to Above Based on Required Travel</b>	
Athletic Director	\$300
Facilities & Planning Coordinator	\$300
School Services Coordinator	\$300

NOTE: No stipend paid when district vehicle is provided or when no travel is required for position.

SOURCE: CISD Personnel Service Salary Schedules, December 2004.

**PERFORMANCE MANAGEMENT**

CISD has two performance evaluation instruments, one for instructional and one for non-instructional staff. The instructional staff evaluation instrument is based on state requirements. The non-instructional evaluation instrument is based on tasks listed in the respective job descriptions. CISD Personnel Service facilitates the annual employee performance evaluation process by completing instructions and deadlines and distributing performance evaluation instruments to principals and supervisors. Personnel Service staff conducts training for principals and supervisors on how to complete the performance evaluations. The administrative assistant to the Assistant Superintendent of Personnel Service maintains a spreadsheet of each CISD employee, their work location and supervisor, the employee evaluation distribution date, and due date. When each employee evaluation is completed and submitted to Personnel Service, she then updates the spreadsheet of when the evaluation was completed. Evaluation results are not recorded. The performance evaluation instrument is then filed with the employee’s personnel file. Every employee in the district receives an annual performance appraisal.

Professional development for instructional staff is administered through the Instructional Services department. Auxiliary staff professional development is determined by each employee’s supervisor and recorded in the employee’s files by Personnel Service.

The district has a formal employee grievance process. This is governed by board policy DGBA Local, which was adopted from TASB policies. Employees begin the grievance process with a complaint that is heard through an informal conference of the parties. If the employee is not satisfied with the outcome, the grievance is presented to a mediator. From there it can progress to an administrative hearing with an arbitrator and finally an appeal to the board.

Exhibits A-59 through A-66 indicate detailed job descriptions and tasks for Personnel Service Staff. They are included as reference for recommendation three to show the duplicative tasks between employees.

**EXHIBIT A-59  
PERSONNEL SERVICES JOB DESCRIPTIONS  
COMPARISON OF EMPLOYEE QUALIFICATIONS AND REQUIREMENTS  
ASSISTANT SUPERINTENDENT AND ASSISTANT DIRECTOR**

<b>ASSISTANT SUPERINTENDENT OF PERSONNEL SERVICES</b>	<b>ASSISTANT DIRECTOR OF PERSONNEL SERVICES</b>
<p>Revision Date: September 6, 2003</p> <p>Pay Grade: Administrative / Professional Level 8</p> <p>Qualifications: Education/Certification: Bachelor’s Degree Master’s degree with additional graduate study preferred Appropriate administrative certification for assignment</p> <p>Special Knowledge/Skills: Knowledge of the selection, training, and supervision of personnel; Knowledge of wage and salary, benefits, and employee communications programs; Knowledge of school employment law and hearing procedures; Ability to interpret policy, procedures, and data; Ability to manage budget and personnel; and Strong communications, public relations, and interpersonal skills.</p> <p>Experience: Five years successful administrative experience</p> <p>Primary Purpose: Direct and manage district Personnel Services department activities to ensure legally sound and effective personnel services management practices. Responsible for the development and implementation of personnel services programs to include employee benefits, employee training, recruitment and staffing, and employee communications. Interpret and recommend personnel policies and regulations for the district.</p>	<p>Revision Date: January 21, 2004</p> <p>Pay Grade: Administrative / Professional Level 6</p> <p>Qualifications: Education/Certification: Bachelor’s Degree Master’s degree with additional graduate study preferred Appropriate administrative certification for assignment</p> <p>Special Knowledge/Skills: Knowledge of the selection, training, and supervision of personnel; Knowledge of wage and salary, benefits, and employee communications programs; Knowledge of school employment law and hearing procedures; Ability to interpret policy, procedures, and data; Ability to manage budget and personnel; and Strong communications, public relations, and interpersonal skills.</p> <p>Experience: Three years successful administrative experience</p> <p>Primary Purpose: Direct and manage district Personnel Services department activities to ensure legally sound and effective personnel services management practices. Responsible for the development and implementation of personnel services programs to include employee benefits, employee training, recruitment and staffing, and employee communications. Interpret and recommend personnel policies and regulations for the district.</p>

SOURCE: CISD job descriptions, December 2004.

**EXHIBIT A-60  
PERSONNEL SERVICES JOB DESCRIPTIONS  
COMPARISON OF EMPLOYEE TASKS  
ASSISTANT SUPERINTENDENT AND ASSISTANT DIRECTOR**

<b>ASSISTANT SUPERINTENDENT OF PERSONNEL SERVICES</b>	<b>ASSISTANT DIRECTOR OF PERSONNEL SERVICES</b>
<p>Detailed Tasks:</p> <p>Employment:</p> <ul style="list-style-type: none"> <li>▪ Work cooperatively with principals and staff to select personnel for instructional assignments;</li> <li>▪ Coordinate the district application and recruitment program and ensure that the district is represented in a positive and professional manner;</li> <li>▪ Coordinate orientation training programs for new employees;</li> <li>▪ Administer the district application and recruitment program to ensure that it is implemented effectively and uniformly;</li> <li>▪ Administer employment contracts and contract renewals;</li> <li>▪ Plan, evaluate, and administer equal employment opportunity provisions and work cooperatively with others to ensure compliance with federal and state laws and regulations;</li> </ul>	<p>Detailed Tasks:</p> <p>Employment:</p> <ul style="list-style-type: none"> <li>▪ Work cooperatively with principals and staff to select personnel for instructional assignments;</li> <li>▪ Coordinate the district application and recruitment program and ensure that the district is represented in a positive and professional manner;</li> <li>▪ Coordinate orientation training programs for new employees;</li> <li>▪ Administer the district application and recruitment program to ensure that it is implemented effectively and uniformly;</li> <li>▪ Administer employment contracts and contract renewals;</li> <li>▪ Plan, evaluate, and administer equal employment opportunity provisions and work cooperatively with others to ensure compliance with federal and state laws and regulations;</li> </ul>

**EXHIBIT A-60 (CONTINUED)  
PERSONNEL SERVICES JOB DESCRIPTIONS  
COMPARISON OF EMPLOYEE TASKS  
ASSISTANT SUPERINTENDENT AND ASSISTANT DIRECTOR**

<p align="center"><b>ASSISTANT SUPERINTENDENT OF PERSONNEL SERVICES</b></p>	<p align="center"><b>ASSISTANT DIRECTOR OF PERSONNEL SERVICES</b></p>
<p>Employment (continued):</p> <ul style="list-style-type: none"> <li>▪ Assist supervisory personnel in conducting due-process procedures;</li> <li>▪ Oversee the necessary processing for issuance and renewal of state certifications and permits;</li> </ul> <p>Compensation:</p> <ul style="list-style-type: none"> <li>▪ Develop and implement procedures for administering salary, benefits, and other forms of compensation that effectively implement policies adopted by the board;</li> <li>▪ Direct the preparation and revision of job descriptions and the classification of positions in the district compensation plan;</li> <li>▪ Administer the teacher salary schedule and ensure compliance with federal wage and overtime laws;</li> <li>▪ <i>Provide cost analysis of salary and wage adjustments for the budgeting process;</i></li> </ul> <p>Employee Relations:</p> <ul style="list-style-type: none"> <li>▪ Use management practices that promote collegiality, teamwork, and collaborative decision-making among staff;</li> <li>▪ Develop and implement procedures to ensure that employees are kept well-informed of personnel policies, procedures, and programs that affect them;</li> <li>▪ <i>Implement and oversee effective district-wide employee recognition program;</i></li> <li>▪ Implement policies associated with and oversee processing of employee complaints and grievances;</li> <li>▪ Ensure that employee handbook and personnel directory are created, updated annually, and distributed;</li> </ul> <p>Budget:</p> <ul style="list-style-type: none"> <li>▪ Work with others to compile and report staff projections and faculty needs;</li> <li>▪ Ensure that programs are cost effective and that funds are managed prudently;</li> <li>▪ Compile budgets and cost estimates based on documented program needs;</li> <li>▪ Implement the policies established by federal and state laws, State Board of Education rule, and local board policy in the area assigned;</li> </ul> <p>Records:</p> <ul style="list-style-type: none"> <li>▪ Ensure that operations contribute to the attainment of district goals and objectives;</li> <li>▪ Recommend policies that improve programs;</li> <li>▪ Supervise personnel records management and oversee required state records management program;</li> <li>▪ Develop and maintain systems for retrieval of information in support of all programs;</li> <li>▪ Compile, maintain, file, and secure all physical and computerized reports, records, and other required documents;</li> <li>▪ Recruit, train, and supervise department staff and make sound recommendations relative to personnel placement, assignment, retention, discipline, and termination;</li> <li>▪ Evaluate job performance of department staff to ensure effectiveness;</li> <li>▪ Develop training options and improvement plans for department staff to ensure the department's effective operation;</li> </ul>	<p>Employment (continued):</p> <ul style="list-style-type: none"> <li>▪ Assist supervisory personnel in conducting due-process procedures;</li> <li>▪ Oversee the necessary processing for issuance and renewal of state certifications and permits;</li> </ul> <p>Compensation:</p> <ul style="list-style-type: none"> <li>▪ Develop and implement procedures for administering salary, benefits, and other forms of compensation that effectively implement policies adopted by the board;</li> <li>▪ Direct the preparation and revision of job descriptions and the classification of positions in the district compensation plan;</li> <li>▪ Administer the teacher salary schedule and ensure compliance with federal wage and overtime laws;</li> </ul> <p>Employee Relations:</p> <ul style="list-style-type: none"> <li>▪ Use management practices that promote collegiality, teamwork, and collaborative decision-making among staff;</li> <li>▪ Develop and implement procedures to ensure that employees are kept well-informed of personnel policies, procedures, and programs that affect them;</li> <li>▪ Implement policies associated with and oversee processing of employee complaints and grievances;</li> <li>▪ Ensure that employee handbook and personnel directory are created, updated annually, and distributed;</li> </ul> <p>Budget:</p> <ul style="list-style-type: none"> <li>▪ Work with others to compile and report staff projections and faculty needs;</li> <li>▪ Ensure that programs are cost effective and that funds are managed prudently;</li> <li>▪ Compile budgets and cost estimates based on documented program needs;</li> <li>▪ Implement the policies established by federal and state laws, State Board of Education rule, and local board policy in the area assigned;</li> </ul> <p>Records:</p> <ul style="list-style-type: none"> <li>▪ Ensure that operations contribute to the attainment of district goals and objectives;</li> <li>▪ Recommend policies that improve programs;</li> <li>▪ Supervise personnel records management and oversee required state records management program;</li> <li>▪ Develop and maintain systems for retrieval of information in support of all programs;</li> <li>▪ Compile, maintain, file, and secure all physical and computerized reports, records, and other required documents;</li> <li>▪ <i>Use modern technology to manage Personnel Services information;</i></li> <li>▪ Recruit, train, and supervise department staff and make sound recommendations relative to personnel placement, assignment, retention, discipline, and termination;</li> <li>▪ Evaluate job performance of department staff to ensure effectiveness;</li> <li>▪ Develop training options and improvement plans for department staff to ensure the department's effective operation;</li> </ul>

**EXHIBIT A-60 (CONTINUED)**  
**PERSONNEL SERVICES JOB DESCRIPTIONS**  
**COMPARISON OF EMPLOYEE TASKS**  
**ASSISTANT SUPERINTENDENT AND ASSISTANT DIRECTOR**

<b>ASSISTANT SUPERINTENDENT OF PERSONNEL SERVICES</b>	<b>ASSISTANT DIRECTOR OF PERSONNEL SERVICES</b>
<p>School/Organizational Climate</p> <ul style="list-style-type: none"> <li>▪ Deal consistently and equitably with all personnel;</li> <li>▪ Anticipate, manage, and resolve conflict effectively;</li> </ul> <p>Other:</p> <ul style="list-style-type: none"> <li>▪ Attend board meetings and make presentations to the board;</li> <li>▪ Participate in professional development activities to maintain current knowledge of human resource rules, regulations, and practices;</li> <li>▪ Support the goals and objectives of the school district and follow district policies; and</li> <li>▪ Supervise and evaluate performance of Personnel Services staff.</li> </ul>	<p>School/Organizational Climate</p> <ul style="list-style-type: none"> <li>▪ Deal consistently and equitably with all personnel;</li> <li>▪ Anticipate, manage, and resolve conflict effectively;</li> </ul> <p>Other:</p> <ul style="list-style-type: none"> <li>▪ Attend board meetings and make presentations to the board;</li> <li>▪ Participate in professional development activities to maintain current knowledge of human resource rules, regulations, and practices;</li> <li>▪ Support the goals and objectives of the school district and follow district policies; and</li> <li>▪ Supervise and evaluate performance of Personnel Services staff</li> </ul>

SOURCE: CISD job descriptions, December 2004.

**EXHIBIT A-61**  
**PERSONNEL SERVICES JOB DESCRIPTIONS**  
**COMPARISON OF EMPLOYEE QUALIFICATIONS AND REQUIREMENTS**  
**ADMINISTRATIVE ASSISTANT AND ASSISTANT DIRECTOR'S SECRETARY**

<b>ADMINISTRATIVE ASSISTANT TO THE ASSISTANT SUPERINTENDENT FOR PERSONNEL SERVICES</b>	<b>SECRETARY TO THE ASSISTANT DIRECTOR OF PERSONNEL SERVICES</b>
<p>Revision Date: June 30, 2004</p> <p>Pay Grade: Clerical / Paraprofessional Level 4</p> <p>Qualifications: Education/Certification: High School diploma or GED Three to five years of experience in the department preferred</p> <p>Special Knowledge/Skills: Proficient skills in word processing and file maintenance; Effective communication and interpersonal skills; Ability to use personal computer and software to develop spreadsheets, databases, and do word processing; Ability to perform basic arithmetic calculations and utilize MS Excel to create spreadsheets; and Ability to utilize the AS400 for retrieval of information and preparation of reports.</p> <p>Experience: Two years secretarial experience, preferably in a public education environment.</p> <p>Primary Purpose: Organize and manage the routine work activities of an administrative department office and provide clerical services to the Assistant Superintendent for Personnel Services and other staff members</p>	<p>Revision Date: January 25, 2005</p> <p>Pay Grade: Clerical / Paraprofessional Level 4</p> <p>Qualifications: Education/Certification: High School diploma or GED Associate degree preferred</p> <p>Special Knowledge/Skills: Demonstrate computer skills, working knowledge of MS Word, Excel, and Outlook; Ability to compose correspondence, reports, and construction of technical data; Ability to utilize independent judgment and discretionary decision-making skills; Ability to communicate and work effectively with staff and public; excellent public relations skills; Demonstrated ability to handle confidential matters; Ability to perform essential job functions and job task requirements; Ability to work independently; and Ability to speak, read, and write in the English language.</p> <p>Experience: One to three years' secretarial experience, preferably in a public education environment.</p> <p>Primary Purpose: Organize and manage the routine work activities of an administrative department office and provide clerical services to the Director for Auxiliary Staff &amp; Personnel Services and other staff members.</p>

SOURCE: CISD job descriptions, December 2004

**EXHIBIT A-62  
PERSONNEL SERVICES JOB DESCRIPTIONS  
COMPARISON OF EMPLOYEE TASKS  
ADMINISTRATIVE ASSISTANT AND ASSISTANT DIRECTOR'S SECRETARY**

<b>ADMINISTRATIVE ASSISTANT TO THE ASSISTANT SUPERINTENDENT FOR PERSONNEL SERVICES</b>	<b>SECRETARY TO THE ASSISTANT DIRECTOR OF PERSONNEL SERVICES</b>
<p>Detailed Tasks:</p> <ul style="list-style-type: none"> <li>▪ Prepares correspondence, forms, manual schedules, contracts and reports for the Assistant Superintendent of Personnel Services;</li> <li>▪ Assists with and maintains a schedule of daily appointments, sets up interviews and meetings;</li> <li>▪ Assists with making travel arrangements for the Assistant Superintendent of Personnel Services;</li> <li>▪ Assists in responding to Open Records requests;</li> <li>▪ Assists school counsel in the documentation compilation for EEOC and OCR complaints;</li> <li>▪ Prepares and distributes employment contracts for all professional employees;</li> <li>▪ Assists with preparing surveys of employment and employment verification;</li> <li>▪ Assists with the preparation of the Personnel Services department budget;</li> <li>▪ Assists with monitoring and processing department employee time sheets, including leave requests;</li> <li>▪ Maintains an updated district directory/roster of all employees and maintains all access to information releases;</li> <li>▪ Assist with developing and distributing Employee Handbooks, Administrator Handbooks, and so forth;</li> <li>▪ Receives and screens all incoming telephone calls to the Assistant Superintendent for Personnel Services;</li> <li>▪ Receives, sorts, and distributes mail and other documents to department staff. Assists with opening incoming mail for the Assistant Superintendent for Personnel Services;</li> <li>▪ Prepares monthly agenda items for the personnel department;</li> <li>▪ Assists with processing of all Personnel Action Forms;</li> <li>▪ Evaluates and reviews all employment files for completeness before an employment offer if made by the department;</li> <li>▪ Processes purchase orders for the department;</li> <li>▪ Reconciles purchases and maintains department budget; and</li> <li>▪ Transcribes all dictated information and prepares needed correspondence.</li> </ul>	<p>Detailed Tasks:</p> <ul style="list-style-type: none"> <li>▪ Performs secretarial duties;</li> <li>▪ Provides information to answer questions from community members, staff and administration as a key representative of the department;</li> <li>▪ Initiates solutions to problems referred to the department;</li> <li>▪ Possesses the knowledge and expertise of all department programs in order to facilitate annual reports and various other reports;</li> <li>▪ Assists the Director with budget processing and maintains all related records;</li> <li>▪ Continues to improve the use of technological resources through training provided by district and outside sources;</li> <li>▪ Greets all visitors courteously, determines their needs, checks appointments, and directs;</li> <li>▪ Continues to build interpersonal and leadership skills through training;</li> <li>▪ Assists in preparing recruitment and new-hire packets;</li> <li>▪ Assists with the input and maintenance of information in employee database;</li> <li>▪ Compiles pertinent data as needed when preparing various federal, state, and local reports, including EEOC and Texas Employer New Hire Report;</li> <li>▪ Maintains physical and computerized departmental files;</li> <li>▪ Assists with the preparation of the Personnel Services department budget;</li> <li>▪ Monitors and processes employee time records, including leave request reports;</li> <li>▪ Maintains schedule of appointments, assists with scheduling, and sets up interviews and meetings;</li> <li>▪ Make travel arrangements for the department; and</li> <li>▪ Receives, sorts, and distributes mail and other documents to department staff.</li> </ul>

SOURCE: CISD job descriptions, December 2004.

**EXHIBIT A-63  
PERSONNEL SERVICES JOB DESCRIPTIONS  
COMPARISON OF EMPLOYEE QUALIFICATIONS AND REQUIREMENTS  
PERSONNEL SPECIALISTS**

<b>PERSONNEL SERVICES SPECIALIST</b>	<b>PERSONNEL SPECIALIST</b>
<p>Personnel Services Specialist Revision Date: September 2, 2004</p>	<p>Personnel Specialist Revision Date: July 28, 2004</p>
<p>Pay Grade: Managerial / Professional Level 1 Qualifications: High School diploma, GED, or Associate Degree Five years experience in the related field Experience with the technical aspects of the AS400 Experience with district finance and budget</p>	<p>Pay Grade: Managerial / Professional Level 1 Qualifications: Bachelors Degree Three to five years experience in the related field (personnel department preferred)</p>

**EXHIBIT A-63 (CONTINUED)**  
**PERSONNEL SERVICES JOB DESCRIPTIONS**  
**COMPARISON OF EMPLOYEE QUALIFICATIONS AND REQUIREMENTS**  
**PERSONNEL SPECIALISTS**

<b>PERSONNEL SERVICES SPECIALIST</b>	<b>PERSONNEL SPECIALIST</b>
<p>Special Knowledge/Skills:                      Knowledge of administration of employee benefits program                      Effective communication and interpersonal skills                      Ability to resolve conflict and problem-solve                      Proficiency in typing and keyboarding                      Ability to extrapolate and analyze information using a personal computer and software                      Strong organizational skills                      Ability to maintain effective records                      Ability to meet deadlines and report schedules                      Ability to develop programs and queries to facilitate information access</p> <p>Experience:                      Five years of technical experience in related field                      Experience in the area of finance                      Experience in the area of payroll                      Experience in the area of personnel services and data retrieval</p> <p>Primary Purpose:                      Manages and provides technical assistance in regard to the creation, maintenance, and reporting of all employee information through the AS400. Assures that district position control is accurate and maintained properly in the AS400 system and maintains accurate accounting of personnel budget as approved by the board.</p> <p>Develops and maintains databases that provide access to all personnel information needed to perform all major functions of the department and the district. Also provides technical assistance to department employees to access all information as needed to compile reports and provide feedback to district administration.</p> <p>Is responsible for oversight of all personnel and approved budget encumbrances. Supervises and provides training to all personnel to ensure effective use of the AS400.</p> <p>Conducts new employee benefit orientation and enrollment and assures all forms and applications are completed promptly and accurately.</p>	<p>Special Knowledge/Skills:                      Effective communication and interpersonal skills                      Ability to use personal computer and software to develop spreadsheets, databases, and do word processing                      Strong organizational skills and the ability to supervise and direct employees                      Ability to motivate and create a positive working environment                      Ability to take initiative and use problem solving skills                      Ability to create systems that will facilitate and further enhance the process                      Ability to utilize the AS/400 and other databases                      Ability to use software to compile reports</p> <p>Experience:                      Personnel or human resource department experience                      Experienced at analyzing and extrapolating data                      Experience utilizing spreadsheets and preparing efficiency and productivity reports</p> <p>Primary Purpose:                      Coordinates and supervises the employment process of the district. Supervises and oversees the application process and develops procedures to ensure that all applicants meet minimum qualifications and posses the needed credentials and licensure to perform the duties before they are employed. Supervises the maintenance of all applications and files for a period of one year of application for each position posted.</p> <p>Coordinates the compliance with all Department of Labor (DOL) and Equal Employment Opportunity Commission (EEOC) rules and regulations by implementing procedures that will facilitate the employment process and ensure compliance. Implements and monitors the posting of vacant positions and performs all screening requirements as required by law. Supervises the Personnel Services application and records department.</p> <p>Supervises and coordinates the maintenance and security of all employee personnel files. Maintains and internally audits all employee personnel records for accuracy and completeness and is the custodian of files for the Personnel Services department.</p> <p>Supervises and directs others to monitor access to Personnel Services department's records and maintain proper security and confidentiality. Properly audits and maintains all personnel records as per the district's retention records schedule.</p> <p>Directs personnel to respond to all inquiries regarding personnel records, employee employment status, and employee surveys.</p>

SOURCE: CISD job descriptions, December 2004.

**EXHIBIT A-64  
PERSONNEL SERVICES JOB DESCRIPTIONS  
COMPARISON OF EMPLOYEE TASKS  
PERSONNEL SPECIALISTS**

<b>PERSONNEL SERVICES SPECIALIST</b>	<b>PERSONNEL SPECIALIST</b>
<p>Detailed Tasks:</p> <ul style="list-style-type: none"> <li>▪ Develops, maintains, implements and administers the position control system;</li> <li>▪ Approves and evaluates personnel action forms verifying position, position control number, and budget availability;</li> <li>▪ Coordinates with the Finance Services Department to develop salary budget for each campus and department;</li> <li>▪ Conducts periodic review of budget balances and subsequent follow-up with budget administrators for appropriate action;</li> <li>▪ Reconciles staffing by campus and department to ensure appropriate assignment and budget encumbrance;</li> <li>▪ Works with employees to ensure data accuracy in AS400 and payroll;</li> <li>▪ Develops, formulates, interprets, and maintains the database in AS400;</li> <li>▪ Coordinates and supervises the annual employee service records development for reporting and distribution;</li> <li>▪ Supervises reports necessary for the applicant pool for each position posted;</li> <li>▪ Coordinates the maintenance of NCLB data required for reporting through the AS400 database;</li> <li>▪ Coordinates compliance with Open Records requests;</li> <li>▪ Coordinates survey requests and verifies data accuracy;</li> <li>▪ Assigns all identification numbers for all employees for the implementation of the Substitute Calling System;</li> <li>▪ Submits information to the State of Texas New Hire Program;</li> <li>▪ Conducts new employee benefit orientation and enrollment and facilitate forms completion and distribution to payroll; and</li> <li>▪ Provides vacancy reports.</li> </ul>	<p>Detailed Tasks:</p> <ul style="list-style-type: none"> <li>▪ Supervises the distribution of employment applications requested;</li> <li>▪ Maintains file for all employment applications and develops applicant pools for each position posted;</li> <li>▪ Receives and processes employment applications and notify those not selected for employment;</li> <li>▪ Supervises the processing of all criminal record checks for all professional employees;</li> <li>▪ Prepares and distributes job vacancy announcements and advertisements;</li> <li>▪ Updates the job line and posts all vacancies on the Web page, newspaper, and related web-links;</li> <li>▪ Coordinates report preparations as requested;</li> <li>▪ Coordinates the compilation of each file for employment of applicant recommendation by the Assistant Superintendent for Personnel Services;</li> <li>▪ Coordinates the tracking of all professional employment applications;</li> <li>▪ Develops and maintains job descriptions for all personnel;</li> <li>▪ Coordinates the tracking of all appraisal information for district professional staff;</li> <li>▪ Supervises the maintenance of all employee personnel files;</li> <li>▪ Supervises the response to all employee surveys and employment status requests;</li> <li>▪ Responds to vacancy inquiries;</li> <li>▪ Supervises and coordinates the screening of all employment applications for minimum qualifications; and</li> <li>▪ Supervises the response to all service record requests.</li> </ul>

SOURCE: CISD job descriptions, December 2004.

**EXHIBIT A-65  
PERSONNEL SERVICES JOB DESCRIPTIONS  
COMPARISON OF EMPLOYEE QUALIFICATIONS AND REQUIREMENTS  
PERSONNEL SERVICE CLERKS**

<b>PERSONNEL SERVICES CLERK - CERTIFICATION</b>	<b>PERSONNEL SERVICES CLERK - AUXILIARY / SUPPORT</b>	<b>PERSONNEL SERVICES CLERK</b>
<p>Revision Date: May 27, 2004</p> <p>Pay Grade: Clerical / Paraprofessional Level 4</p> <p>Qualifications: High School diploma, GED, or Associate Degree</p> <p>Experience: Three years clerical experience, preferably in the school environment</p>	<p>Revision Date: May 27, 2004</p> <p>Pay Grade: Clerical / Paraprofessional Level 4</p> <p>Qualifications: High School diploma, GED, or Associate Degree</p> <p>Experience: Three years clerical experience, preferably in the school environment</p>	<p>Revision Date: May 27, 2004</p> <p>Pay Grade: Clerical / Paraprofessional Level 4</p> <p>Qualifications: High School diploma, GED, or Associate Degree</p> <p>Experience: Three years clerical and file maintenance experience</p>

**EXHIBIT A-65 (CONTINUED)**  
**PERSONNEL SERVICES JOB DESCRIPTIONS**  
**COMPARISON OF EMPLOYEE QUALIFICATIONS AND REQUIREMENTS**  
**PERSONNEL SERVICE CLERKS**

<b>PERSONNEL SERVICES CLERK - CERTIFICATION</b>	<b>PERSONNEL SERVICES CLERK - AUXILIARY / SUPPORT</b>	<b>PERSONNEL SERVICES CLERK</b>
<p>Special Knowledge/Skills:</p> <ul style="list-style-type: none"> <li>▪ Ability to implement certification rules and procedures;</li> <li>▪ Proficient skills in word processing and file maintenance;</li> <li>▪ Effective communication and interpersonal skills;</li> <li>▪ Ability to use personal computer and software to develop spreadsheets and databases;</li> <li>▪ Strong organizational skills; and</li> <li>▪ Ability to perform basic arithmetic calculations and utilize MS Excel worksheets.</li> </ul> <p>Primary Purpose:</p> <ul style="list-style-type: none"> <li>▪ Ensures district compliance with state certification and licensing requirements. Works under general supervision to verify and monitors certification status of applicants and employees.</li> <li>▪ Communicates frequently with applicants, employees, administrators, and outside agencies. Maintains, audits, and updates employee personnel records and files.</li> <li>▪ Assists with all employee file functions and provides for initiative in problem-solving to increase productivity and efficiency within the department.</li> </ul>	<p>Special Knowledge/Skills:</p> <ul style="list-style-type: none"> <li>▪ Proficient skills in word processing and file maintenance;</li> <li>▪ Effective communication and interpersonal skills;</li> <li>▪ Ability to use personal computer and software to develop spreadsheets and databases;</li> <li>▪ Strong organizational skills; and</li> <li>▪ Ability to perform basic arithmetic calculations and utilize MS Excel worksheets.</li> </ul> <p>Primary Purpose:</p> <ul style="list-style-type: none"> <li>▪ Facilitates the application process and ensures that the employment process is implemented as per district policy and state law.</li> <li>▪ Communicates frequently with applicants, employees, and district administrators as well as outside agencies.</li> <li>▪ Monitors access to personnel service records and maintains proper security and confidentiality of all files to include new hires, substitutes, and volunteers.</li> <li>▪ Responsible for processing and maintaining substitute records</li> </ul>	<p>Special Knowledge/Skills:</p> <ul style="list-style-type: none"> <li>▪ Knowledge of records administration dealing with employee personnel filing systems and record retention schedules;</li> <li>▪ Ability to interpret and disseminate employee information to individuals and groups;</li> <li>▪ Effective communication and interpersonal skills;</li> <li>▪ Proficient skills in word processing and file maintenance;</li> <li>▪ Ability to use personal computer and software to develop spreadsheets and databases;</li> <li>▪ Strong organizational skills; and</li> <li>▪ Ability to perform basic arithmetic calculations.</li> </ul> <p>Primary Purpose:</p> <ul style="list-style-type: none"> <li>▪ Assists in maintaining and internally auditing all employee personnel records for accuracy and completeness.</li> <li>▪ Monitors access to Personnel Services department records and assists in maintaining proper security and confidentiality.</li> <li>▪ Assists in responding to all inquiries regarding personnel records, employee employment status and employee surveys.</li> <li>▪ Also will be required to be the department receptionist and assist with the distribution of applications. Directs both visitors and telephone calls to appropriate staff in order to facilitate the smooth operation of the department.</li> </ul>

SOURCE: CISD job descriptions, December 2004.

**EXHIBIT A-66**  
**PERSONNEL SERVICES JOB DESCRIPTIONS**  
**COMPARISON OF EMPLOYEE TASKS**  
**PERSONNEL SERVICE CLERKS**

<b>PERSONNEL SERVICES CLERK / CERTIFICATION</b>	<b>PERSONNEL SERVICES CLERK – AUXILIARY / SUPPORT</b>	<b>PERSONNEL SERVICES CLERK</b>
<p>Detailed Tasks:</p> <ul style="list-style-type: none"> <li>▪ Assists principals and Assistant Superintendent for Personnel Services in assignment of teachers according to SBEC assignment criteria;</li> <li>▪ Reviews all certification requirements as mandated by SBEC;</li> <li>▪ Tracks certification, testing, and permit status and communicates with employees to ensure completion of certification requirements within established timelines. Reviews certification status of all certified personnel and provide correspondence for notification as needed;</li> <li>▪ Maintains and audits certification and licensing information of certified or licensed professionals and maintain an up-to-date roster of all staff by campus;</li> <li>▪ Assists with new employee intake process and assist with the overall application process for all employees;</li> <li>▪ Prepares and maintains teacher service records as well as maintains a data file of all service for all district employees;</li> <li>▪ Works with the AS400 to ensure that all service is accurately reflected;</li> <li>▪ Prepares and inputs information for PEIMS for certification and work closely with PEIMS specialist to ensure data accuracy;</li> <li>▪ Processes requests for records and service for employees resigning from the district within 24 hours of receiving the request;</li> <li>▪ Assists in the distribution of employment applications for the personnel department;</li> <li>▪ Maintains all certification and transcripts in each personnel file;</li> <li>▪ Maintains certification database as required in the AS400;</li> <li>▪ Assists in maintaining files for all employment applications and develop applicant pools for each position posted;</li> <li>▪ Receives and processes employment applications and notifies those not selected for employment;</li> <li>▪ Prepares directory information for mail merge;</li> </ul>	<p>Detailed Tasks:</p> <ul style="list-style-type: none"> <li>▪ Prepares correspondence, forms, requisitions, and reports for the Director of Auxiliary Staff and Personnel Services;</li> <li>▪ Assures all employment applications are screened for minimum qualifications as outlined in the district job vacancy notices;</li> <li>▪ Assist in new employee orientation, including completion of forms and documents;</li> <li>▪ Assembles and distributes all appropriate application materials for paraprofessionals, auxiliary/support, and substitutes;</li> <li>▪ Receives, verifies, and maintains new hire applications, assures completeness of files, and notifies those not selected for employment;</li> <li>▪ Assists in overseeing the process of criminal record checks for all new volunteers, auxiliary/support, and substitutes; all minimum qualifications must be met before any employment offer will be made;</li> <li>▪ Prepares and distributes all job vacancy announcement and advertisements;</li> <li>▪ Assists in the process of signing up all new substitute teachers used in the current school year;</li> <li>▪ Maintains, distributes, and updates the district substitute teacher list and the auxiliary substitute list to all campuses and locations;</li> <li>▪ Maintains a database/directory of all auxiliary and ancillary personnel and provides rosters to each department/campus;</li> <li>▪ Assists in the annual preparation and distribution of CISD substitute handbook;</li> <li>▪ Prepares and distributes annual letters of assurance for all paraprofessionals, auxiliary/support and substitutes;</li> <li>▪ Prepares, distributes and reviews for completeness all job descriptions and job evaluation forms for paraprofessional and auxiliary/support personnel;</li> <li>▪ Assists in preparing request for employment verification;</li> </ul>	<p>Detailed Tasks:</p> <ul style="list-style-type: none"> <li>▪ Assists in maintaining and securing all personnel records;</li> <li>▪ Assists in processing internal and external requests for official district records;</li> <li>▪ Monitors a file record check-out system to track files removed from the Central location and reviews returned files for completeness before filing;</li> <li>▪ Manages the records storage and destruction process for the Personnel Services department records;</li> <li>▪ Assists with the purging of records and coordinates microfilming of inactive Personnel Services records;</li> <li>▪ Assists in conducting periodic internal file audits;</li> <li>▪ Assists in properly maintaining all employment-related information;</li> <li>▪ Assists in processing and maintaining files for all campus volunteers and sends out updated volunteer list to campus administrators;</li> <li>▪ Prepares district photo identification cards;</li> <li>▪ Assists with Personnel Services reception duties;</li> <li>▪ Assists in developing and maintaining job descriptions for all personnel;</li> <li>▪ Assists in tracking all appraisal information for district professional staff;</li> <li>▪ Assists in preparing and distributing job vacancy announcements and advertisements;</li> <li>▪ Assists in preparing materials needed for all interview committees;</li> <li>▪ Assists in the process of signing up all substitute teachers used in the current school year;</li> <li>▪ Assists in maintaining, distributing, and updating the district’s substitute teacher lists, as well as the auxiliary substitute list to all campuses and locations;</li> <li>▪ Assists in maintaining a database of auxiliary and ancillary personnel;</li> <li>▪ Assists in the preparation of the substitute handbook;</li> <li>▪ Assists in the preparation of annual letters of assurance; and</li> <li>▪ Assists in maintaining all files of the district.</li> </ul>

**EXHIBIT A-66 (CONTINUED)**  
**PERSONNEL SERVICES JOB DESCRIPTIONS**  
**COMPARISON OF EMPLOYEE TASKS**  
**PERSONNEL SERVICE CLERKS**

<b>PERSONNEL SERVICES CLERK / CERTIFICATION</b>	<b>PERSONNEL SERVICES CLERK – AUXILIARY / SUPPORT</b>	<b>PERSONNEL SERVICES CLERK</b>
<ul style="list-style-type: none"> <li>▪ Processes criminal record checks for all professional employees;</li> <li>▪ Assists in preparing reports as requested;</li> <li>▪ Assists in tracking of all professional employment applications;</li> <li>▪ Assists in preparing and maintaining job descriptions for all personnel;</li> <li>▪ Assists in tracking all appraisal information for district professional staff;</li> <li>▪ Assists in preparing and distributing job vacancy announcements and advertisements;</li> <li>▪ Assists in preparing materials needed for all interview committees;</li> <li>▪ Assists in the process of signing up all new substitute teachers used in the current school year;</li> <li>▪ Assists in maintaining, distributing, and updating the district’s substitute teacher lists and auxiliary substitute list to all campuses and locations;</li> <li>▪ Assists in preparation of the substitute handbook;</li> <li>▪ Assists in the preparation of letter of assurance; and</li> <li>▪ Assists in maintaining all files for the district.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Responds to inquiries regarding any job vacancy or hiring process; and</li> <li>▪ Assists in organizing and preparing materials needed for all the interview committees.</li> </ul>	

SOURCE: CISD job descriptions, December 2004.

**CHAPTER 4**  
**FACILITIES CONSTRUCTION, USE, AND MANAGEMENT**

Effective facilities construction, use and management processes examine the educational program needs, as well as the building type, age, and configuration of owned, leased, and operated facilities. Effective facilities management enables school districts to plan, finance, and implement changes for current and future facility needs. A comprehensive facilities program coordinates staff members that are involved in the planning, design, construction, cleaning and maintenance of buildings and are knowledgeable about district operations. Moreover, staff members are involved in the school system’s strategic planning activities under clearly defined policies, procedures, and practices that can be adapted to accommodate changes in resources and needs.

CISD’s facilities operations consist of two divisions to support the districts 8,564 students, staff and buildings, the Facilities and School Service divisions. The coordinator of Facilities oversees the construction of schools and planning for capital projects. Currently, the coordination of facilities

operates from the central administrative offices and includes the facilities coordinator and contracted construction managers to oversee the construction of the district’s schools and capital improvements. The facilities coordinator is directly involved in the processes of site selection, the purchase of land, the land improvement process, the construction of schools, post-occupancy evaluations of buildings, contractor performance and warranty enforcement.

The coordinator of School Services oversees the daily operations of schools including maintenance and custodial activities in addition to the district’s warehouse. The maintenance operation staff consists of 72 custodians, 28 skilled maintenance craftsmen, 11 grounds staff and three warehouse workers.

As part of maintenance operations, the district also operates wastewater treatment facilities. These facilities are located at Red Sands Elementary, near Mountain View High School and near Clint High School. The district employs three maintenance workers to operate these facilities along with maintenance staff that assist as waste truck drivers.

Clint Independent School District’s schools and support facilities are located in the town of Clint, the

town of Horizon City, and East Montana. The district has 11 schools to service 8,564 students across 380 square miles, and one middle school in Horizon City is due to be completed in 2006. The primary building inventory for Clint ISD is shown below in **Exhibit A-67** including square footage and age.

**Exhibit A-68** shows the recent construction projects initiated by the district and the cost per square feet for each project.

The current annual operating budget is \$6.5 million for plant maintenance and operations, \$1.2 million for facility acquisition and construction and \$170,000 for energy management. The district was able to finance the construction of new buildings with the assistance of a 2001 bond issue that provided the district with \$67 million for capital improvements and \$10 million in state funds from the instructional facility allotment (IFA) since 2001. The instructional facility allotment program contains provisions to assist school districts in making debt service payments on qualified bonds and lease-purchase agreements. In order to receive assistance, the district must make application to the Texas Education Agency (TEA). Bond or lease-purchase proceeds must be used for the construction or renovation of

an instructional facility. A maximum allotment is determined based upon the annual debt service payment or \$250 per student in average daily attendance, whichever is lesser.

IFA funds are earmarked to cover the following costs to school districts that qualify:

- site condition: acquisition, infrastructure, parking landscaping, playgrounds, covered walkways, demolition;
- classroom and support facilities: classrooms, libraries, auditoriums, performing and fine arts centers, offices, workrooms, portables/manufactured structures, kitchens, cafeterias, assembly spaces, lecture rooms;
- physical education/athletic facilities: gyms, dressing areas/locker rooms, weight rooms, concession areas, misc. athletic facilities;
- electrical, technology and communication: wiring, cabling, connections, intercoms/P.A. systems, media services;
- furniture, equipment and fixtures: furniture, cabinets, shelves, fixtures and computers;
- major repair and remodel: repair/remodel, ADA renovation;

**EXHIBIT A-67  
CISD BUILDING INVENTORY**

<b>CISD BUILDING</b>	<b>SQUARE FEET- MAIN BLDG</b>	<b>AGE IN YEARS</b>	<b>PORTABLE SQUARE FEET</b>
Suratt Elementary	90,398	27	-
Red Sands Elementary	105,150	6	-
Montana Vista Elementary	80,081	20	10,752
Frank Macias	105,150	4	-
Desert Hills Elementary	105,150	9	-
Clint Junior High School	86,805	80	-
East Montana Middle School	140,425	10	-
Carroll Welch Intermediate	71,820	10	2,304
Clint High School	135,462	80	6,144
Mountain View High School	108,655	15	18,542
Horizon Mid/High School	165,259	3	13,968
Central Administration	34,000	2	-
Administrative Annex	12,000	-	-
<b>Total</b>	<b>1,240,355</b>	<b>NA</b>	<b>51,710</b>

SOURCE: Based on data and documents provided by the coordinator of School Services, January 2005.

**EXHIBIT A-68  
CISD BUILDING INVENTORY**

<b>CISD BUILDING</b>	<b>TYPE OF CONSTRUCTION</b>	<b>CONSTRUCTION COST OF NEW FACILITIES PER SQ.FT.</b>
Suratt Elementary	Library	\$68.76
Clint Junior High School	Gym, Library Classes	\$83.13
East Montana Middle School	Science Rooms	\$96.47
Clint High School	Field House	\$114.80
Mountain View High School	Music Rooms, Science Room	\$62.00
Horizon Mid/High School	Bldg, Gymnasium, Classes, Library, Dining facility	\$81.80
Central Administration	Total Construction	\$93.01
<b>Average</b>		<b>\$85.71</b>

SOURCE: Based on data and documents provided by the coordinator of School Services, March 2005

- other facility expenses: barns, greenhouses, other items required by curriculum; and
- fees and contingencies: fees, insurance costs, contingency funds.

**TRAINING PROGRAM FOR MAINTENANCE STAFF**

CISD’s coordinator of School Services has instituted a well-documented training program that has been well attended by maintenance staff. As a result, district employees are well trained in several areas such as safety and sexual harassment. And according to the district documents, the district has no official or documented complaints of sexual harassment in recent years and has not had any documented instances of workers compensation claims filed in recent years by maintenance workers. The district maintains employee training records on file to document training topics, dates, times, locations, and number of attendees. **Exhibit A-69** summarizes CISD training information for maintenance staff for the period December 2003 through May 2004.

**CHAPTER 5  
ASSET AND RISK MANAGEMENT**

The district maintains six bank accounts, all of which are interest bearing. As of December 31, 2004, cash in the bank totaled \$949,822. **Exhibit A-70** presents a summary of cash in the bank as of December 31, 2004.

Property and casualty insurance includes coverage for facilities, vehicles, equipment, personal injury, and professional and general liability. The executive director for Business Services oversees the district’s property casualty program. **Exhibit A-71** details property and casualty policies.

Generally, CISD’s property/casualty insurance programs have been successful in that no catastrophic losses have occurred. Loss ratio measures the relationship between claims cost and premiums paid. The ratio is computed by dividing claims costs by premiums paid. CISD’s combined ratio for Fiscal Year 2004 for property/casualty insurance was .15, indicating that more was paid in premiums than was incurred in claims cost. The

**EXHIBIT A-69  
CISD MAINTENANCE STAFF TRAINING RECORD  
DECEMBER 2003–MAY 2004**

<b>SUBJECT OF TRAINING</b>	<b>NUMBER OF ATTENDEES</b>	<b>DATE OF TRAINING</b>	<b>LOCATION OF TRAINING</b>
Back Injury Prevention	20	May 2004	Maintenance Shop
Personal Protective Equipment	24	March 2004	Several locations: HVAC Shop/Maintenance/Grounds
Personal Protective Equipment	3	April 2004	Electrical Dept Office
Employee Safety Orientation	14	February 2004	Safety Orientation
Safety Training	13	Feb/March 2004	Maintenance
Policy	39	March 2004	Maintenance
Asbestos Training	44	December 2003	Maintenance
Safety Training	46	January 2003	Support Svc. Warehouse
Title IX-Sexual Harassment	44	January 2003	Support Svc. Warehouse
Safety Training	7	February 2004	Maintenance
Personal Protective Equipment	7	April 2004	Maintenance
Asbestos Training	46	December 2003	Maintenance

SOURCE: CISD Employee Training from records provided by the coordinator of School Services, December 2004.

**EXHIBIT A-70  
BANK ACCOUNT SUMMARY AS OF DECEMBER 31, 2004**

<b>ACCOUNT NAME</b>	<b>AMOUNT IN BANK AS OF 12/31/04</b>	<b>PURPOSE OF ACCOUNT</b>	<b>INTEREST BEARING? YES/NO</b>
General Operations Special	\$337,420	General Fund	Yes
Clint ISD	\$168	Debt Service	Yes
Activity Account	\$280,716	Activity Accounts	Yes
Health Benefits Claims Payment	\$309,379	Health Benefit Claims	Yes
Construction Local	\$21,602	Construction Fund	Yes
David Cramer Memorial	\$537	Scholarship Fund	Yes
<b>Total</b>	<b>\$949,822</b>		

SOURCE: CISD Business Services Department, January 2005.

**EXHIBIT A-71**  
**GENERAL LIABILITY, PROPERTY AND CASUALTY INSURANCE COVERAGE**

TYPE OF COVERAGE	INSURANCE CARRIER	TERM	DEDUCTIBLES	LIMITS OF COVERAGE	2004-2005 PREMIUM
Commercial Package Policy	Texas Political Subdivision	09/01/2004–09/01/2005	\$10,000 All Other Perils \$10,000 Wind and Hail \$250,000 Flood \$25,000 Earthquake \$10,000 Boiler/Equipment Breakdown	\$80,697,035 Building Limit \$18,252,080 Personal Property \$10,000,000 Flood \$10,000,000 Earthquake \$40,000,000 Boiler/Equipment Breakdown	\$126,818 Annually
General Liability	Texas Political Subdivision	09/01/2004–09/01/2005	\$10,000 Bodily Injury and Property Damage	\$1,000,000 General Aggregate \$1,000,000 Prod & Comp Ops \$1,000,000 Personal & Adv Injury \$1,000,000 Each Occurrence \$100,000 Damage to Rented Equipment \$5,000 Medical Payments	\$6,584 Annually
Auto	Texas Political Subdivision	09/01/2004–09/1/2005	\$1,000 Collision \$1,000 Comprehensive	\$100,000 Bodily Injury–Each Person \$300,000 Bodily Injury–Each Accident \$100,000 Property Damage–Each Accident	\$47,059 Annually
Worker's Compensation	Claims Administrative Services	09/01/2004–8/31/2005	n/a	\$3,000,000 WC Statutory Limits \$1,000,000 Each Accident \$1,000,000 Disease–Each Employee	\$335,173.00 Guaranteed Cost
Unemployment Compensation	TASB Risk Management Fund	Oct 2004–Sept 2005	n/a	n/a	\$37,165.66
Excess Crime	St. Paul/Travelers	09/01/2004–09/01/2005	\$25,000 Public Employee Dishonesty per Loss \$10,000 Money & Securities on Premises \$10,000 Money & Securities Messenger	\$2,000,000 Public Employee Dishonesty Per Loss \$100,000 Money & Securities On Premises \$100,000 Money & Securities Messenger	\$4,110.00
Commercial Crime	Texas Political Subdivision	09/01/2004–08/31/2005	\$1,000 Employee Dishonesty \$1,000 Theft, Disappearance and Destruction	\$25,000 Employee Dishonesty \$5,000 Theft, Disappearance, and Destruction	\$1,921 Annually
Educators Legal Liability	Arch Specialty Insurance Company	09/01/2004–09/01/2005	\$25,000 Each Claim included LAE	\$1,000,000 Each Claim Limit \$1,000,000 Annual Aggregate \$50,000/\$100,000 Non-Monetary Defense \$50,000/\$100,000 Back Wages	\$44,782

SOURCE: CISD Business Services Department, February 2005.

combined ratio for fiscal years 2002 and 2003 was .07 and .05, respectively.

Between fiscal years 2002 and 2004, premiums exceeded claims costs for all property/casualty insurance programs except the workers' compensation program. During Fiscal Year 2002–03, workers' compensation incurred claims costs

exceeded premiums by \$145,610. As of November 2004, workers' compensation premiums exceeded costs by \$127,607; however, this difference is likely to decline as costs related to Fiscal Year 2004 are incurred in future years. **Exhibit A-72** provides a three-year history of general, property, and casualty insurance loss experience.

**EXHIBIT A-72**  
**GENERAL PROPERTY, CASUALTY INSURANCE LOSS EXPERIENCE**  
**FISCAL YEARS 2002 THROUGH 2004**

TYPE COVERAGE	2004	2003	2002
<b>PROPERTY</b>			
Incurring	\$22,748	\$518	\$11,491
Paid	\$22,748	\$518	\$11,490
Claims	2	1	2
Premium	\$114,604	\$105,794	\$83,778
<b>Loss Ratio</b>	<b>19.8%</b>	<b>0.5%</b>	<b>13.8%</b>
<b>GENERAL LIABILITY</b>			
Incurring	\$3,500	\$0	\$0
Paid	\$3,500	\$0	\$0
Claims	1	0	0
Premium	\$19,213	\$17,756	\$16,866
<b>Loss Ratio</b>	<b>18.2%</b>	<b>0.0%</b>	<b>0.0%</b>
<b>AUTOMOBILE</b>			
Incurring	\$4,576	\$7,983	\$0
Paid	\$4,576	\$7,983	\$0
Claims	6	2	1
Premium	\$44,107	\$46,329	\$37,223
<b>Loss Ratio</b>	<b>10.4%</b>	<b>17.2%</b>	<b>0.0%</b>
<b>INLAND MARINE</b>			
Incurring	\$0	\$0	\$0
Paid	\$0	\$0	\$0
Claims	0	0	0
Premium	\$4,700	\$4,609	\$3,265
<b>Loss Ratio</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
<b>CRIME</b>			
Incurring	\$0	\$0	\$0
Paid	\$0	\$0	\$0
Claims	0	0	0
Premium	\$250	\$250	\$332
<b>Loss Ratio</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
<b>EDUCATOR'S LEGAL LIABILITY</b>			
Incurring	\$0	\$0	\$0
Paid	\$0	\$0	\$0
Claims	0	0	0
Premium	\$17,133	\$13,920	\$16,280
<b>Loss Ratio</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
<b>Combined Loss Ratio</b>	<b>.15</b>	<b>.05</b>	<b>.07</b>
<b>WORKERS' COMPENSATION*</b>			
Incurring	\$184,664	\$358,881	\$255,183
Paid	\$115,046	\$332,949	\$238,384
Claims	46	61	98
Premium	\$312,271	\$213,271	\$289,142
<b>Loss Ratio</b>	<b>59.1%</b>	<b>168.3%</b>	<b>88.3%</b>

\*As of November 2004.

SOURCE: CISD Property/Casualty Insurance Loss Report, December 2004.

CISD offers a variety of benefits to its employees. One of the major benefits is its healthcare plan. While CISD has one healthcare plan, its peers offer two or more. However, CISD's health plan rates are more favorable than those of the peers. **Exhibit A-73** presents premium comparisons.

In addition to medical coverage, CISD also offers dental and vision care coverage to its employees and their families. During 2004, an average of 908 employees and family members were enrolled in the medical plan, compared to 435 for the dental plan

and 223 for the vision plan. **Exhibit A-74** provides an overview of 2004 enrollment in these plans by coverage category.

Utilization is the extent to which employees and their families use medical benefits. During calendar year 2004, CISD employees and their families incurred \$2.4 million in medical costs. This amount represents a 55 percent increase over the previous year. Prescription drug expenditures increased 25 percent, from \$314,574 in 2003 to \$394,427 in 2004. **Exhibit A-75** presents health benefit claims paid in 2004.

**EXHIBIT A-73  
SUMMARY OF MEDICAL PLAN MONTHLY EMPLOYEE PAID PREMIUMS  
CISD AND PEER DISTRICTS**

CATEGORY	CLINT	RIO GRANDE			SAN BENITO	
		BASIC	STANDARD	STATE PLAN	HIGH	LOW
Employee Only	\$5.33	\$28.00	\$104.00	\$468.17	\$139.00	\$50.00
Employee/Children	\$185.02	\$255.00	\$350.00	n/a	\$347.00 to \$483.00	\$138.00 to \$239.00
Employee/Spouse	\$221.68	\$350.00	\$450.00	\$771.26	\$425.00	\$206.00
Employee/Family	\$353.04	\$410.00	\$540.00	\$1,036.15	\$530.00	\$295.00

SOURCE: CISD Insurance Brochure and Employee Benefits Packet Information and peer surveys, February 2005.

**EXHIBIT A-74  
MEDICAL, DENTAL, AND VISION PLAN 2004 ENROLLMENT**

COVERAGE CATEGORY	MEDICAL	DENTAL	VISION
Employee Only	676	221	121
Employee/Children	106	48	25
Employee/Spouse	33	58	18
Employee/Family	93	108	59
<b>Total Enrollment</b>	<b>908</b>	<b>435</b>	<b>223</b>

SOURCE: Access Administrator's 2004 Enrollment Report, January 2005.

**EXHIBIT A-75  
HEALTH BENEFIT CLAIMS PAID 2004**

COVERAGE CATEGORY	MEDICAL	DRUGS	DENTAL	VISION
Employee Only	\$1,643,253	\$305,110	\$86,700	\$5,355
Employee/Children	\$543,249	\$43,163	\$50,770	\$3,955
Employee/Spouse	\$240,219	\$46,154	\$22,978	\$1,470
<b>2004 Total</b>	<b>\$2,426,721</b>	<b>\$394,427</b>	<b>\$160,448</b>	<b>\$10,780</b>
<b>2003 Total</b>	<b>\$1,568,597</b>	<b>\$314,574</b>	<b>\$98,099</b>	<b>\$4,140</b>
<b>Percentage Change</b>	<b>55%</b>	<b>25%</b>	<b>64%</b>	<b>160%</b>

SOURCE: Access Administrator's 2004 Enrollment Report, January 2005.

The Texas Education Agency (TEA) defines fixed assets as purchased or donated items that are tangible in nature, have a useful life longer than one year, have a unit value of \$5,000 or more, and may be reasonably identified and controlled through a physical inventory system. The Texas Education Agency's *Financial Accountability System Resource Guide* requires assets costing \$5,000 or more to be recorded in the fixed asset group of accounts. Items costing less than \$5,000 are recorded as an operating expense of the appropriate fund under TEA guidelines.

These guidelines also allow school districts to establish lower thresholds for control and accountability purposes for equipment costing less than \$5,000. For example, computer and audiovisual equipment costing less than \$5,000 does not have to be accounted for in the fixed asset group of accounts. However, some districts maintain lists of such assets for control and accountability purposes.

Government Accounting Standards Board (GASB) issued GASB Statement 34 in June 1999, which requires capital assets to be reported in the financial statement's net of depreciation. As a result of GASB 34, state and local governments, including school districts, are required to depreciate their assets. GASB 34 requires districts to maintain cost or fair

market value, age, and useful life information for its depreciable assets. CISD depreciates fixed assets using the straight-line method over the useful lives, as shown in **Exhibit A-76**. During Fiscal Year 2004, CISD charged depreciation of \$2,243,110.

**EXHIBIT A-76  
FIXED ASSETS USEFUL LIVES**

DESCRIPTION	YEARS
Buildings	30-50
Improvements	15-20
Vehicles	10
Office Equipment	5-15
Computer Equipment	5

SOURCE: Audited Financial Statements, August 2004.

At the end of Fiscal Year 2004, CISD's fixed assets, including land, totaled \$78.6 million, of net accumulated depreciation, as shown in **Exhibit A-77**. Accumulated depreciation does not include land because land is not depreciated. Building and improvement assets increased 26 percent during 2004 due to construction of a field house at Clint High School and library, classrooms, and cafeteria additions at Horizon High School. Equipment and vehicles increased 29 percent between 2003-04.

**EXHIBIT A-77  
FIXED ASSETS  
AUGUST 31, 2004**

DESCRIPTION	BALANCE 8/31/04	BALANCE 8/31/03	PERCENTAGE CHANGE
Land	\$3,629,492	\$3,590,730	1%
Building & Improvements	84,505,271	66,829,786	26%
Equipment & Vehicles	5,524,123	4,289,934	29%
Accumulated Depreciation	(15,057,973)	(12,814,863)	18%
<b>Net Fixed Assets</b>	<b>\$78,600,913</b>	<b>\$61,895,587</b>	<b>27%</b>

SOURCE: Audited Financial Statements, August 2004.

Proceeds from bond issuances represent the largest single source of funds for a school district. School districts use bond proceeds to finance projects that are too expensive and long-term to be funded through regular operations. Districts must receive voter approval to issue bonds because the voters will be obligated to repay the debt through property taxes. In fact, a portion of every school district's tax rate is earmarked for debt service on outstanding bond obligations. The total amount authorized does not have to be sold immediately. Typically, school districts sell bonds in phases to coincide with a master plan. Yet, construction may not begin for months or years. In the meantime, the bond proceeds are invested.

CISD's last bond election was in October 2001, when voters authorized the sale of bonds totaling \$67 million for school renovation, construction, and debt refinancing. Of this total, \$42 million was

earmarked for school construction and renovation and \$25 million was used to refinance existing debt.

At the end of Fiscal Year 2004, CISD had eight debt series outstanding for a total of \$76.8 million, as shown in **Exhibit A-78**. Interest rates on this debt ranges from 2 percent to 8.9 percent, which will result in interest expenses of \$52 million over the life of the bonds, as shown in **Exhibit A-79**.

In October 2001, voters approved the sale of \$67 million in bonds. Of this total, \$42 million was earmarked for construction and renovation, while \$25 million was used to refinance existing debt. Bond funds earmarked for construction and renovation were spent in three phases, as shown in **Exhibit A-80**. Total savings from the three phases of construction activity totaled \$2,483,976 as of February 2005. These dollars represent savings accumulated during construction and are used to fund additional projects.

**EXHIBIT A-78  
OUTSTANDING DEBT  
AUGUST 31, 2004**

DESCRIPTION	INTEREST RATE	ORIGINAL ISSUE	8/31/03 BALANCE	8/31/04 BALANCE	PERCENTAGE CHANGE
1991 Series-Refunding Bonds	6.2%–7.0%	\$14,114,793	\$948,645	\$948,645	0%
1995 Series School Building Bonds	8.9%	5,000,000	115,000	60,000	(48%)
1998 Series Refunding Bonds	3.65%–5.0%	4,581,859	3,130,000	3,045,000	(3%)
1998A Series Refunding Bonds	3.350%–4.875%	9,415,000	7,585,000	7,085,000	(7%)
1995 Series Refunding Bonds	6.022%–6.194%	511,564	511,564	511,654	0%
2002 Unlimited Bonds	–	29,694,984	27,929,984	26,724,984	(4%)
2003 Unlimited School Building Bonds	2.50%–5.0%	17,035,000	20,280,000	19,755,000	(3%)
2003A Unlimited School Building Bonds	2.0%–5.125%	19,130,000	19,130,000	18,665,000	(2%)
<b>Total</b>			<b>\$79,630,193</b>	<b>\$76,795,283</b>	<b>(4%)</b>

SOURCE: Audited Financial Statements, August 2004.

**EXHIBIT A-79  
LONG-TERM DEBT REQUIREMENTS  
AUGUST 31, 2004**

YEAR ENDED AUGUST	PRINCIPAL	INTEREST	TOTAL REQUIREMENTS
2005	\$2,940,000	\$3,769,331	\$6,709,331
2006	3,095,000	3,657,231	6,752,231
2007	3,225,000	3,536,846	6,761,846
2008	3,304,352	3,410,241	6,714,593
2009	3,442,899	3,321,110	6,764,009
Thereafter	60,788,032	34,334,702	95,122,734
<b>Total</b>	<b>\$76,795,283</b>	<b>\$52,029,461</b>	<b>\$128,824,744</b>

SOURCE: Audited Financial Statements, August 2004.

**EXHIBIT A-80**  
**BOND FUND CONSTRUCTION COSTS**  
**OCTOBER 2001 BOND ELECTIONS**

<b>PHASE I PROJECT DESCRIPTION</b>	<b>APPROVED BUDGET</b>	<b>ACTUAL PROJECT COST</b>	<b>DIFFERENCE OVER/(UNDER) BUDGET</b>
Central Office	\$3,089,700	\$3,162,398	\$72,698
Warehouse	339,000	323,619	(15,381)
Carroll T. Welch Parking Lot	144,050	121,916	(22,134)
Mountain View High School (Track and Parking lot)	445,670	259,705	(185,965)
<b>Fire Alarms</b>			
Clint High School	114,407	77,407	(37,001)
Mountain View High School	45,763	62,028	16,265
Carroll T. Welch Intermediate School	57,204	43,140	(14,064)
W. D. Surratt Elementary School	45,763	35,840	(9,923)
Montana Vista Elementary School	45,763	36,369	(9,394)
Clint High School Track	71,800	95,625	23,825
Clint Junior High School Roof	147,600	76,876	(70,724)
Carroll T. Welch Intermediate Rockwall	16,000	45,338	29,338
<b>Horizon Middle School</b>			0
Furniture	517,000	317,801	(199,199)
Rockwall	137,044	243,391	106,347
Track & Field	96,359	164,069	67,710
Building Renovations	245,096	326,685	81,589
Telephone system	176,659	176,659	0
SMS Equipment	10,000	3,902	(6,098)
<b>Additional Projects</b>			0
Montana Vista Elementary Library Carpet	0	12,000	12,000
<b>Savings Account</b>	<b>0</b>	<b>83,059</b>	<b>83,059</b>
<b>TOTAL PHASE I</b>	<b>\$5,744,878</b>	<b>\$5,667,824</b>	<b>(\$77,054)</b>
<b>PHASE II PROJECT DESCRIPTIONS</b>			
<b>Roof Upgrades</b>			
Clint High School	\$416,500	\$223,242	(\$193,258)
Carroll T. Welch Middle School	250,000	305,980	55,980
Desert Hills Elementary	372,500	172,252	(200,248)
East Montana Middle School	540,000	255,500	(284,500)
Montana Vista Elementary School	268,000	206,943	(61,057)
Red Sands Elementary School	672,250	229,573	(442,677)
<b>Mechanical Upgrades</b>			0
Clint High School	75,000	57,360	(17,640)
Clint Junior High School	75,000	74,628	(372)
W.D. Surratt Elementary School	175,000	165,082	(9,918)
Desert Hills Elementary School	50,000	47,074	(2,927)
Montana Vista Elementary	50,000	35,436	(14,564)
Clint High School Field House	893,000	1,325,044	432,044
Clint Junior High School Gymnasium	2,190,000	2,370,170	180,170
Horizon High School Gymnasium	4,660,000	3,691,056	(968,944)
W. D. Surratt Elementary Library	2,070,000	605,747	(1,464,253)
Mountain View High School Science Classroom Addition	2,260,000	1,548,512	(711,488)
East Montana Middle School Science Classroom Addition	1,060,000	1,443,124	383,124
District Wide Technology & Communications Improvements	600,000	600,000	0
Land Purchase (Horizon Middle School)	500,000	175,275	(324,725)
<b>Additional Projects</b>			0
<b>Additional Roof Upgrades</b>			0
Clint High School Field House	0	35,540	35,540
Mountain View High School	0	293,460	293,460
Frank Macias Elementary School	0	196,184	196,184
Additional Architect's Fees	0	40,796	40,796
Horizon High School Classroom Addition	0	1,105,178	1,105,178
Horizon High School Library & Dining Addition	0	920,068	920,068
<b>Savings Account</b>		1,168,878	1,168,878
<b>TOTAL PHASE II</b>	<b>\$17,177,250</b>	<b>\$17,292,100</b>	<b>\$114,850</b>

SOURCE: CISD Facilities Services Department, February 2005.

**CHAPTER 6  
FINANCIAL MANAGEMENT**

Texas school districts must operate and maintain effective financial management systems in a highly regulated environment. Districts must meet various financial management requirements established by federal and state laws, rules, and regulations; the Texas Education Agency’s (TEA) *Financial Accountability System Resource Guide*; internal policies and procedures; Generally Accepted Accounting Principles (GAAP); and Governmental Accounting Standards Board (GASB) guidelines.

TEA’s *Financial Accountability System Resource Guide* (FASRG) provides standard accounting policies and a uniform account code structure to ensure that school district financial information is consistent and comparable. School districts submit various data to the TEA for input into the Public Education Information Management System (PEIMS). This database consists of information about district and student demographics, academic performance, personnel, and finances. This data is useful to those responsible for overseeing Texas public education as well as other interested parties. Typically, various departments within the district share responsibility for PEIMS data submission.

To maintain control and accountability over financial resources, CISD captures and categorizes all financial transactions into funds. A fund is a self-balancing group of accounts established to provide separate accountability for assets, liabilities, fund balances, revenues and expenditures. Like most not-for-profit entities, school districts use fund accounting to observe legal and policy restrictions placed on its resources. The FASRG describes the types of funds used by Texas school districts. There are three general groups of funds and six basic fund types. The three groups are governmental, proprietary, and fiduciary. Governmental funds account for expendable government resources and include the General, Special Revenue (includes Food Service Fund), Debt Service, and Capital Projects Funds. Proprietary funds account for business type activities and include Enterprise and Internal Service Funds. Fiduciary funds account for assets held by a government in a trustee or agency capacity and include trust and agency funds. Although districts typically prepare budgets for all funds, only the General, Food Service, and Debt Service Funds are required to be included in the board-approved official district budget. **Exhibit A-81** provides a

**EXHIBIT A-81  
FUND DESCRIPTIONS**

FUND GROUP	FUND TYPE	DESCRIPTION
GOVERNMENTAL FUNDS	General	The General Fund is a fund with budgetary control that captures transactions from ongoing operations and activities from a variety of revenue sources. It is used to account for all financial resources that are not required to be accounted for in another fund.
	Special Revenue	Special revenue funds account for the proceeds of specific revenue sources that are legally restricted to expenditures for specified purposes. Federal, state, and local grant funds are typically accounted for in this fund.
	Capital Projects	Capital project funds account for projects financed by the proceeds from bond issues or for capital projects otherwise mandated to be accounted for in this fund.
	Debt Service	The Debt Service Fund has budgetary control and must be used to account for general long-term debt principal. Interest for debt issues, and other long-term debts for which a tax has been dedicated.
PROPRIETARY FUNDS	Enterprise and Internal Service	There are two proprietary fund types, enterprise funds and internal service funds. An enterprise fund is a proprietary fund type accounted for on the accrual basis and not required to be budgeted. Enterprise fund activities are accounted for like those of private sector entities. Like private sector entities, user fees are charged to recover expenses. The primary motive is to cover expenses of operation while providing a public service. Although profit motive exists, it is not as important as it is in the private sector.
		Internal service funds are used to account for the financing of goods or services provided by one organizational unit of the school district to other organizational units of the school district, or to other local education agencies or governmental units, on a cost reimbursement basis. An example of an internal service fund is a school district-operated print shop. No budget is required for internal service funds. These funds are not required to be reported in data submitted through PEIMS to TEA except the payroll data. Internal service funds apply the same generally accepted accounting principles as the enterprise fund.
FIDUCIARY FUNDS	Trust and Agency	This group of funds is used to account for assets held by a school district in a trustee capacity, or as an agent for individuals, private organizations, and other governmental units.

SOURCE: TEA’s *Financial Accountability System Resource Guide*, January 2005.

description of accounting funds used by CISD and other Texas school districts and **Exhibit A-82** provides a summary of the 2004–05 Official Budget.

Texas school districts receive revenue from state, local, and federal sources. State revenues are determined by state funding formulas designed to equalize funding across the state after taking into consideration local property values and tax rates, student populations, average daily attendance, and other factors. Local revenues consist primarily of local property taxes, which are based on local property values and the district’s tax rate. Revenues from federal sources include funds from the U.S. Department of Education and the U.S. Department of Agriculture.

During fiscal year 2004, CISD received 77 percent of its revenue from state sources. Between fiscal years 2002 and 2004, state funding increased 30 percent from \$39.8 million to \$51.8 million. State funding

includes an allotment for basic education services known as Tier I funding. It also includes additional funding, known as Tier II, which is designed to enrich the basic educational programs. Tier I and Tier II funding comprise the bulk of state funding; however, it also includes special allotments for facilities, debt service, technology, and other funding.

During fiscal year 2004, CISD received 12 percent of its revenue from local sources, the bulk of which was from property taxes. CISD assesses a board-approved tax rate on property values determined by the El Paso Central Appraisal District. The tax rate is comprised of two components: maintenance and operations (M&O) and debt service (I&S). The board-approved tax rate for fiscal year 2005 is \$1.71 per \$100 of property tax valuation. It consists of \$1.50 for M&O and \$0.21 for I&S. The district has an interlocal agreement with the City of El Paso for tax collection. **Exhibit A-83** provides a five-year history of tax rates and levies.

**EXHIBIT A-82  
CISD OFFICIAL BUDGET  
2004–05**

REVENUE	GENERAL FUND		FOOD SERVICE	DEBT SERVICE
	AMOUNT	PERCENT	AMOUNT	AMOUNT
State	\$45,435,520	83%	*	*
Local	7,631,651	14%	*	*
Federal	1,788,968	3%	*	*
Total Revenue	\$54,856,139	100%	*	*
<b>Expenditures</b>				
Instruction	30,770,076	56%		
Instructional Res/Media Services	643,742	1%		
Curriculum & Staff Development	377,139	1%		
Instructional Leadership	761,041	1%	\$8,862	
School Leadership	3,566,903	7%		
Guidance, Counseling & Evaluation	1,120,327	2%		
Social Work Services	83,136	0%		
Health Services	488,611	1%		
Food Service			2,712,020	
Student Pupil Transportation	1,874,896	3%		
Extra Curricular Activity	2,083,503	4%		
General Administration	2,556,788	5%	24,742	
Plant Maintenance & Operations	6,521,124	12%	169,713	
Security & Monitoring Services	1,094,470	2%		
Data Processing Services	1,503,405	3%		
Community Services	117,337	0%		
Debt Service	0	0%		\$6,606,231
Facility Acquisition & Construction	1,293,641	2%		
<b>Total Expenditures</b>	<b>\$54,856,139</b>	<b>100%</b>	<b>\$2,915,337</b>	<b>\$6,606,231</b>

\*Amounts not provided.  
SOURCE: CISD Official Budget, 2004–05.

**EXHIBIT A-83  
TAX RATE AND LEVY**

FISCAL YEAR	M&O	I&S	TOTAL RATE	TOTAL LEVY
2005	\$1.50	\$0.21	\$1.7100	\$7.4 million
2004	\$1.50	\$0.2255	\$1.7255	\$7.4 million
2003	\$1.50	\$0.294	\$1.7940	\$7.4 million
2002	\$1.50	\$0.2148	\$1.7148	\$6.9 million
2001	\$1.4515	\$0	\$1.4515	\$5.5 million

SOURCE: Audited Financial Statements, 2001 through 2004, and 2005 District Budget.

CISD has a low property tax collection rate. The City of El Paso, one of the few large urban offices in Texas fully equipped for multi-jurisdiction property tax collection, collects property taxes on behalf of all 26 governmental units that levy a tax within El Paso County, including nine school districts. The City of El Paso collects property taxes for CISD through an interlocal tax collection contract. The district also has a contract with a law firm in El Paso to collect on its delinquent taxes. The delinquent tax collection program involves several steps, ranging from phone calls and mail out notifications to taxpayer assistance-installment programs and tax foreclosure sales.

During fiscal year 2004, CISD received approximately 92 percent of its current tax levy of \$7.4 million. As shown in **Exhibit A-84**, this rate was third lowest among the districts in El Paso County, all of whose taxes are collected by the City of El Paso.

According to TEA's 2003-04 Academic Excellence Indicator System (AEIS), 88.2 percent of CISD

students are economically disadvantaged. Moreover, with property wealth of just \$50,336 per student, Clint ISD is ranked among the lowest property wealth districts in the state.

**Exhibit A-84** also shows that low collection rates are closely correlated with economic status. The correlation coefficient of the relationship between economic disadvantage and tax collection rate is negative .74, indicating a fairly strong correlation. School districts in El Paso County that have a relatively high percentage of economically disadvantaged students generally have lower collection rates. This correlation is shown graphically in **Exhibit A-85**.

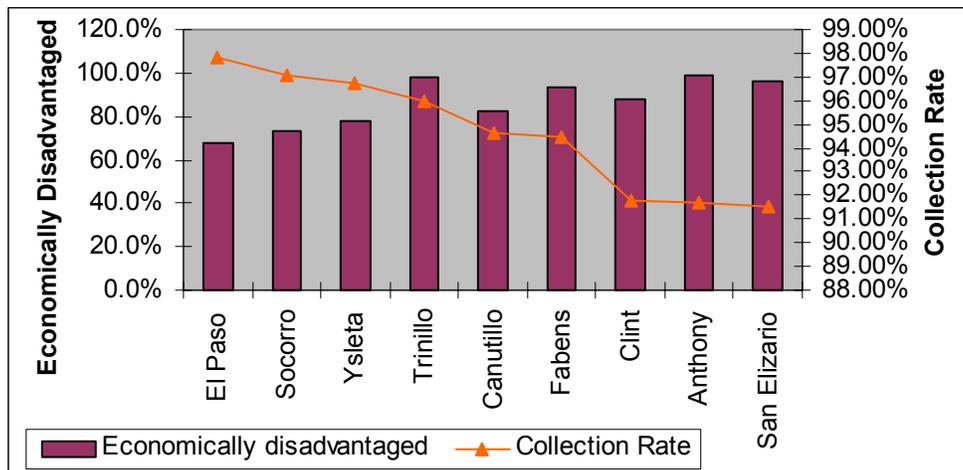
The district also faces a challenge of having thousands of land parcels with almost no value, making it difficult for the tax collector and the law firm to pursue traditional methods of collection. In a March 2005 meeting with district officials, CISD stated it had little recourse in improving revenue collection when property owners refuse to pay their

**EXHIBIT A-84  
FISCAL YEAR 2004 TAX COLLECTION RATES  
EL PASO COUNTY SCHOOL DISTRICTS**

DISTRICT	PERCENTAGE ECONOMICALLY DISADVANTAGED	TAX COLLECTION RATE
El Paso	67.9%	97.83%
Socorro	73.0%	97.04%
Ysleta	78.3%	96.77%
Trinillo	97.8%	96.00%
Canutillo	82.7%	94.63%
Fabens	93.0%	94.44%
<b>Clint</b>	<b>88.2%</b>	<b>91.75%</b>
Anthony	98.7%	91.67%
San Elizario	96.0%	91.53%
Correlation Co-efficient	(0.74)	

SOURCE: TEA's Academic Excellence Indicator System, 2003-2004 and City of El Paso Tax Collection Office, December 2005

**EXHIBIT A-85  
CORRELATION OF ECONOMIC DISADVANTAGE AND TAX COLLECTION RATES  
FISCAL YEAR 2004**



SOURCE: City of El Paso Tax Collection Office, December 2005.

taxes and the land does not have enough value to make its foreclosure worthwhile.

**Exhibit A-86** demonstrates how CISD compares to some of the adjacent districts in percentage of parcels that are business, residential, undeveloped, and “other.”

Districts with the lower collection rates, Clint and San Elizario, both have a lower percentage of business parcels in their district than those districts with higher collection rates. Furthermore, the districts with more undeveloped land also have lower collection rates.

Federal Funds comprised 11 percent of CISD’s revenues during fiscal year 2004. CISD receives Title I and Individuals with Disabilities Education Act (IDEA) entitlement funds from the U.S. Department of Education and receives funds under the National School Breakfast and Lunch Program from the U.S. Department of Agriculture. Funds from these agencies make up the bulk of funds from federal sources. Between fiscal years 2002 and 2004, revenues from all federal sources increased 32 percent. **Exhibit A-87** presents a three-year history of federal awards under these two programs.

Most of CISD’s financial activity is recorded in governmental funds. **Exhibit A-88** summarizes

governmental fund revenues for fiscal years 2002 through 2004.

In comparison to its peers, Region 19, and the State, CISD received the lowest amount of revenue per student during fiscal year 2003, according to TEA’s *Academic Excellence Indicator System* (AEIS) data. While CISD receives a higher percentage of state funds than its peers, Region 19, and the state, it also receives the lowest percentage of federal funds compared to its peers and Region 19. However, CISD receives a higher percentage of federal funds than the state average of 9 percent. **Exhibit A-89** provides revenues comparisons.

In accordance with the FASRG, school districts record expenditures by object and function codes. Object codes identify the type of expenditure, for example, payroll or supplies. Function codes group expenditures based on related activities according to purpose. For example, expenditures related to teaching in the classroom would be grouped under the function code for Instruction. In a school district, payroll consumes the largest portion of every dollar. During fiscal year 2003, CISD spent 73 cents out of every dollar for payroll costs. This amount was the highest among the peer districts, one penny lower than the average for Region 19, and one penny higher than the statewide amount for fiscal year

**EXHIBIT A-86  
PROPERTY CLASS DISTRIBUTION AND COLLECTION RATES  
CLINT AND ADJACENT DISTRICTS**

DISTRICT	COLLECTION RATE	BUSINESS	RESIDENTIAL	UNDEVELOPED	OTHER
Clint	91.75%	19.5%	61.0%	17.5%	1.9%
Fabens	94.44%	34.7%	45.7%	18.2%	1.5%
Socorro	97.04%	35.5%	59.4%	4.3%	0.8%
San Elizario	91.53%	9.8%	72.3%	15.7%	2.2%

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

**EXHIBIT A-87  
FEDERAL REVENUES  
FISCAL YEARS 2002 THROUGH 2004**

FISCAL YEAR	DEPARTMENT OF EDUCATION	DEPARTMENT OF AGRICULTURE	TOTAL
2004	\$4,038,639	\$2,996,006	\$7,034,645
2003	\$3,383,546	\$2,698,959	\$6,082,505
2002	\$2,260,898	\$2,951,471	\$5,212,369

SOURCE: Audited Financial Statements, 2002 through 2004.

**EXHIBIT A-88  
CISD REVENUE-GOVERNMENTAL FUNDS  
FISCAL YEARS 2002 THROUGH 2004**

	2001-02 ACTUAL	%	2002-03 ACTUAL	%	2003-04 ACTUAL	%	% CHANGE 2002-2004
State	\$39,786,696	74%	\$44,693,013	75%	\$51,767,939	77%	30%
Local	8,271,363	15%	8,305,354	14%	8,364,223	12%	1%
Federal	5,593,501	10%	6,344,493	11%	7,403,036	11%	32%
<b>Total Revenue</b>	<b>\$53,651,560</b>	<b>100%</b>	<b>\$59,342,860</b>	<b>100%</b>	<b>\$67,535,198</b>	<b>100%</b>	<b>26%</b>

SOURCE: Audited Financial Statements, 2002 through 2004.

2003. During fiscal year 2003, 10 cents out of every dollar was committed to debt service. This amount ranged from 1 to 4 cents higher than peer, Region 19, and state averages.

When expenditures are compared by function, CISD and Rio Grande spend 50 cents out of every dollar on instruction, which is 1 to 2 cents higher than the other peers and 2 cents lower than Region 19 and the state. Expenditures per student for CISD are

between \$606 and \$2,177 lower than peer, Region 19, and state averages. **Exhibit A-90** compares CISD's expenditures by object to its peers, Region 19, and the state, while **Exhibit A-91** presents a comparison by function and **Exhibit A-92** presents a comparison by program.

The executive director for Business Services is the top financial officer in the district and reports directly to the superintendent. The executive director

**EXHIBIT A-89**  
**REVENUE COMPARISONS-CISD, PEERS, REGION 19, STATE**  
**FISCAL YEAR 2003 ACTUAL**

<b>DISTRICT</b>	<b>REVENUE PER PUPIL</b>	<b>STATE %</b>	<b>LOCAL %</b>	<b>FEDERAL %</b>
Rio Grande	\$9,743	68%	12%	20%
Los Fresnos	\$8,020	68%	17%	15%
San Benito	\$7,817	72%	11%	17%
Clint	\$7,194	75%	14%	11%
Region 19	\$7,453	63%	24%	13%
State	\$7,784	41%	50%	9%

SOURCE: Texas Education Agency, 2004 AEIS Report.

**EXHIBIT A-90**  
**COMPARISON OF EXPENDITURES BY OBJECT**  
**CISD, PEERS, REGION 19, STATE**  
**FISCAL YEAR 2003 ACTUAL**

<b>DESCRIPTION</b>	<b>CLINT</b>	<b>RIO GRANDE</b>	<b>LOS FRESNOS</b>	<b>SAN BENITO</b>	<b>REGION 19</b>	<b>STATE</b>
Payroll	73%	72%	72%	70%	74%	72%
Professional & Contracted Services	6%	7%	7%	8%	6%	8%
Supplies & Materials	10%	9%	10%	10%	8%	8%
Other Operating Costs	1%	3%	2%	2%	2%	2%
Debt Service	10%	6%	7%	8%	6%	8%
Capital Outlay	0%	3%	2%	2%	4%	2%
Total Expenditures	100%	100%	100%	100%	100%	100%

SOURCE: Texas Education Agency, 2004 AEIS Report.

**EXHIBIT A-91**  
**COMPARISON OF EXPENDITURES BY FUNCTION**  
**CISD, PEERS, REGION 19, STATE**  
**FISCAL YEAR 2003 ACTUAL**

<b>DESCRIPTION</b>	<b>CLINT</b>	<b>RIO GRANDE</b>	<b>LOS FRESNOS</b>	<b>SAN BENITO</b>	<b>REGION 19</b>	<b>STATE</b>
Instruction	50%	50%	49%	48%	52%	52%
Instruction-related Services	4%	2%	2%	3%	4%	3%
Instructional Leadership	2%	3%	2%	3%	1%	2%
School Leadership	5%	4%	4%	5%	5%	5%
Student Support Services	4%	5%	5%	4%	5%	4%
Student Transportation	3%	3%	3%	1%	2%	2%
Food Services	4%	6%	7%	6%	5%	5%
Co curricular Activities	2%	3%	3%	3%	2%	2%
Central Administration	4%	3%	4%	5%	3%	3%
Plant Maintenance & Operations	9%	10%	8%	10%	9%	9%
Security & Monitoring Services	2%	–	1%	1%	1%	1%
Data Processing Services	1%	–	2%	–	1%	1%
Debt Service	10%	6%	7%	8%	6%	8%
Facilities Acquisition & Construction	–	4%	2%	1%	4%	2%
Community Services	–	1%	1%	2%	–	1%
Expenditures per Student	\$6,934	\$9,111	\$7,727	\$7,727	\$7,540	\$7,708

SOURCE: Texas Education Agency, 2004 AEIS Report.

**EXHIBIT A-92  
COMPARISON OF ACTUAL INSTRUCTIONAL OPERATING EXPENDITURES BY PROGRAM  
CISD, PEERS, REGION 19, STATE  
FISCAL YEAR 2003**

PROGRAM	CLINT	RIO GRANDE	LOS FRESNOS	SAN BENITO	REGION 19	STATE
Bilingual/ESL Education	2.3%	2.4%	1.7%	2.1%	8.5%	4.3%
Career & Technology	3.1%	3.3%	4.9%	4.3%	3.6%	4.0%
Compensatory Education	15.6%	28.8%	14.0%	14.8%	14.4%	10.8%
Gifted & Talented	0.5%	0.0%	0.2%	0.2%	0.6%	1.7%
Regular Education	66.7%	54.4%	67.0%	65.9%	58.1%	63.9%
Special Education	11.7%	10.8%	12.0%	11.0%	12.4%	13.3%
Other	0.1%	0.3%	0.3%	1.7%	2.3%	2.0%

SOURCE: Texas Education Agency, 2004 AEIS Report.

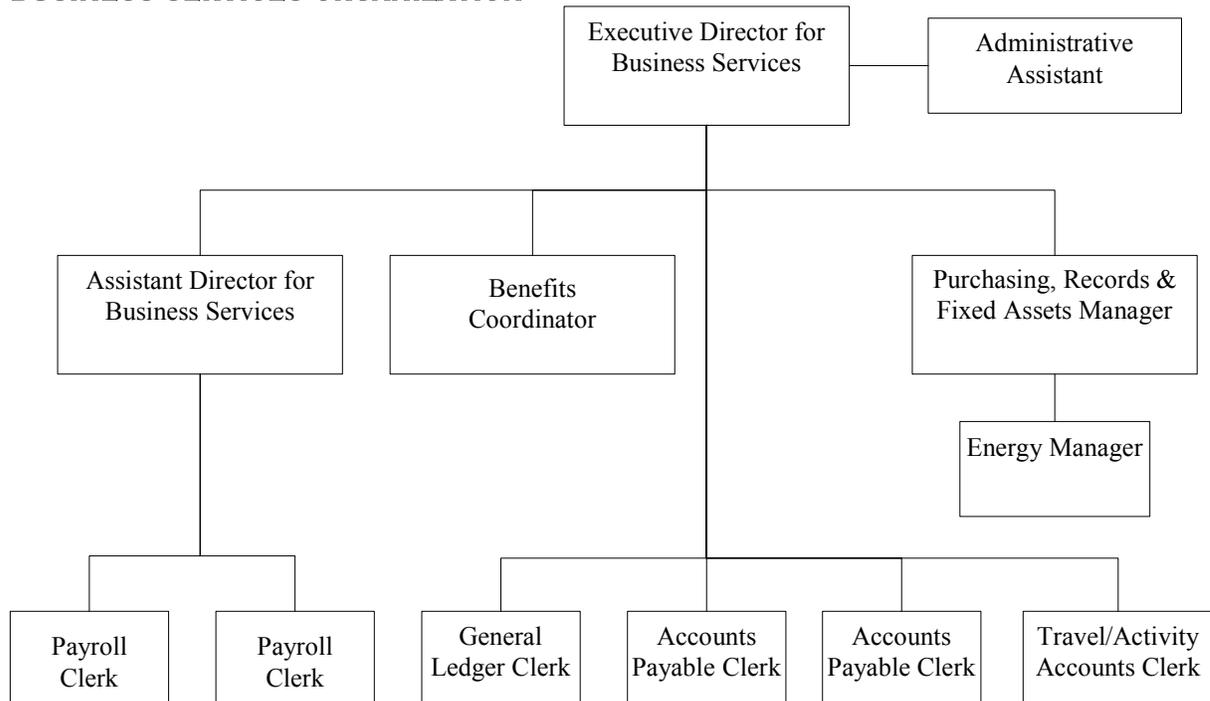
for Business Services directs and manages all financial and business affairs of the district including accounting, payroll, purchasing, investments, and records management. The position services as chief financial adviser to the superintendent and the board. There are 11 other positions in the Business Services organization, four of which report to the executive director for Business Services, including one administrative assistant. **Exhibit A-93** presents the Business Services organization.

Senate Bill 218 of the 77<sup>th</sup> Legislature (2001) requires the implementation of a financial accountability rating system for school districts in Texas. To comply with this mandate, TEA established the School Financial Integrity Rating System of Texas

(School FIRST). The primary goal of School FIRST is to improve the management of school district financial resources throughout the state. The rating system is based on 21 indicators of financial health and accountability in five areas: critical indicators, fiscal responsibility, budgeting indicators, personnel indicators, and cash management indicators. The questions are designed such that “No” answers indicate financial management weaknesses. **Exhibit A-94** provides an overview of the scoring system.

CISD received a superior achievement rating for fiscal year 2003 with only one “No” response, which related to whether the percent of total tax collections, including delinquencies, was greater than 96 percent. Among the peers, Los Fresnos was the

**EXHIBIT A-93  
BUSINESS SERVICES ORGANIZATION**



SOURCE: CISD Business Services Department, December, 2004.

only other district to receive a superior achievement rating with zero “No” answers. **Exhibit A-95** summarizes 2003 School FIRST results for CISD and its peers.

**EXHIBIT A-94  
SCHOOL FIRST RATING SYSTEM**

<b>RATING</b>	<b>SCORE (NUMBER OF NO ANSWERS)</b>
Superior Achievement	0–2
Above Standard Achievement	3–4
Standard Achievement	5–6
Substandard Achievement	7 or greater

SOURCE: Texas FIRST report for fiscal year ending August 31, 2003.

**EXHIBIT A-95  
CISD AND PEERS  
FISCAL YEAR 2003  
SCHOOL FIRST RATING**

<b>DISTRICT</b>	<b>RATING</b>	<b>NUMBER OF “NO” INDICATORS</b>
Los Fresnos	Superior Achievement	0
Clint	Superior Achievement	1
San Benito	Above Standard Achievement	3
Rio Grande	Above Standard Achievement	4

SOURCE: Texas FIRST report for fiscal year ending August 31, 2003.

**CHAPTER 7  
PURCHASING**

The purchasing function is a major management process supporting financial accountability in Texas public schools. State, federal, and some local purchasing statutes, laws, and regulations establish boundaries in which districts are to conduct purchasing activities for obtaining the best value for the goods and services required for district operations. Although school districts are required to comply with all government purchasing regulations, Clint ISD’s (CISD) governing board has broad discretion to establish stricter local policies above the government regulations. Therefore, an effective and efficient purchasing structure requires processes and procedures to ensure that the required goods and services are obtained through competitive processes, they meet district needs, and they comply with governmental regulations.

Well organized school districts have a well written manual describing their purchasing policies and procedures designed to assist the district in requisitioning and purchasing goods and services within required guidelines. A good purchasing manual encompasses relevant statutes, regulations, and board policies that provide guidance to district employees at the campus and department levels. The manual also serves as a training manual for district employees in purchasing policies and procedures. In addition, school districts should have well trained employees with clearly defined roles and related

responsibilities to meet its unique operating environment.

CISD’s purchasing function is a component of the Business Services Department and is structured as a centralized operation to coordinate all purchase requirements for the district. The records and Purchasing Manager reports to the executive director of Business Services and is responsible for the purchasing activities, which includes vendor updates, inventory audits, renewing contracts, and processing bid requests, as well as records management and fixed assets inventory. The executive director of Business Services, however, approves all purchase orders. CISD processed 8,909 purchase orders in 2003–04, totaling \$10,553,321 and 34,385 purchase orders in 2002–03, totaling \$13,149,845. CISD does not have a contract management function, as each school or department is responsible for monitoring their own contracts, and a third party vendor manages all major construction contracts.

**CHAPTER 8  
FOOD SERVICE**

The United States Congress directed the National School Lunch Program (NSLP) in 1946 to “safeguard the health and well-being of the nation’s children and to encourage the domestic consumption of nutritional agricultural products.” The United States Department of Agriculture administers the National School Lunch Program (NSLP) and School Breakfast Program (SBP). These are federally assisted meal programs operating in public and nonprofit private schools and residential child care institutions. Clint Independent School District (CISD) participates in the NSLP and the SBP.

Effective food service operations provide students and staff appealing and nutritious breakfasts and lunches at a reasonable cost in an environment that is safe, clean, and accessible. These operations must comply with federal and state regulations and local board policy.

Effective school food service programs strive to provide students affordable, appealing, and nutritionally balanced breakfasts and lunches. Food service funding sources include:

- student and adult meal payments;
- federal and state reimbursements for all qualifying students who eat school meals (reimbursement rates vary for those who receive free meals or who purchase reduced-price or full-price meals);
- a la carte sales of food items; and
- fees from special functions catered by the food services operation.

The Texas School Food Services Association (TSFSA) has identified 10 standards of excellence for evaluating school food service programs. The standards state that effective programs should do the following:

- identify and meet current and future needs through organization, planning, direction, and control;
- maintain financial accountability through established procedures;
- meet the nutritional needs of students and promote the development of sound nutritional practices;
- ensure that procurement practices meet established standards;
- provide appetizing, nutritious meals through effective, efficient systems management;
- maintain a safe and sanitary environment;
- encourage student participation in food service programs;
- provide an environment that enhances employee productivity, growth, development, and morale;
- promote a positive image to the public; and
- measure success in fulfilling regulatory requirements.

The National School Lunch and School Breakfast Programs are authorized by the National School Lunch Act to provide free and reduced-priced meals to eligible students identified through an annual application process. Students who live in households where the total income is less than 185 percent of the federal poverty level are eligible to receive a reduced-price meal. Students with household incomes of less than 130 percent of the federal poverty level are eligible to receive a free meal. The federal poverty level for a four-person family in 2004 was \$18,850, as determined by the U.S. Department of Health and Human Services Poverty Guidelines. Ninety-four percent of CISD's student population qualified for free or reduced-price meals in October 2004.

Schools may apply for three alternative provisions to the National School Lunch Act. The provisions were designed to reduce the local paperwork normally associated with processing eligibility applications for free and reduced lunches. Provision 1 allows free eligibility to be certified for a two-year period; Provision 2 allows schools to establish claiming percentages and to serve all meals at no charge for a four-year period; and Provision 3 allows schools to receive the same level of federal cash and commodity

assistance each year for a four-year period. Under Provision 2, the first year that a district participates in the provision is classified as the base year. During the base year, the district makes student eligibility determinations as usual and takes meal counts by type, by campus. Campuses do not make any eligibility determinations and count only the total number of reimbursable meals served at each location per day for the next three years.

CISD applied for and submitted all required documentation to the Texas Education Agency (TEA) for approval to participate in the Provision 2 feeding program starting in 2001–02. CISD began not charging students for meals received at the beginning of the 2001–02 school year. TEA conducted a Coordinated Review Effort (CRE), an audit to determine compliance with NSLP regulatory requirements, on September 28, 2001. The CRE determined that CISD was not processing free and reduced-price meal eligibility applications correctly and was not accurately counting and claiming student meals served. As a result, TEA determined that 2001–02 could not be used as a base year for Provision 2, and therefore the district was not able to receive Provision 2 status. CISD implemented immediate corrective actions for the processing of free and reduced-price meal eligibility applications and meal counting procedures. In 2003–04, CISD Food Service purchased a computerized point-of-sale system to improve meal counting and claim accuracy. It is the goal of CISD's Food Service coordinator to reapply for Provision 2 as soon as she is confident that the point-of-sale system is being used correctly by Food Service workers and that the reporting is accurate.

#### **ORGANIZATION AND MANAGEMENT**

CISD Food Service is managed by the Food Service coordinator and reports to the assistant superintendent of Operations. There are 74 employees in Food Service. The Food Service coordinator has managed the department since January 2003. Before becoming the coordinator, she was the CISD Food Service nutritionist for five years. Food Service has centralized control of all Food Service functions, including human resources, purchasing, accounts payable, information technology, and cafeteria operations. Each school food service specialist manages employees at their school cafeteria and reports to the Food Service coordinator. The functions of central Food Service operations are split between the coordinator, district specialist, secretary, accountability clerk, and technology specialist. The coordinator manages overall Food Service operations, plans and enters school menus into the Nutrikids system, and

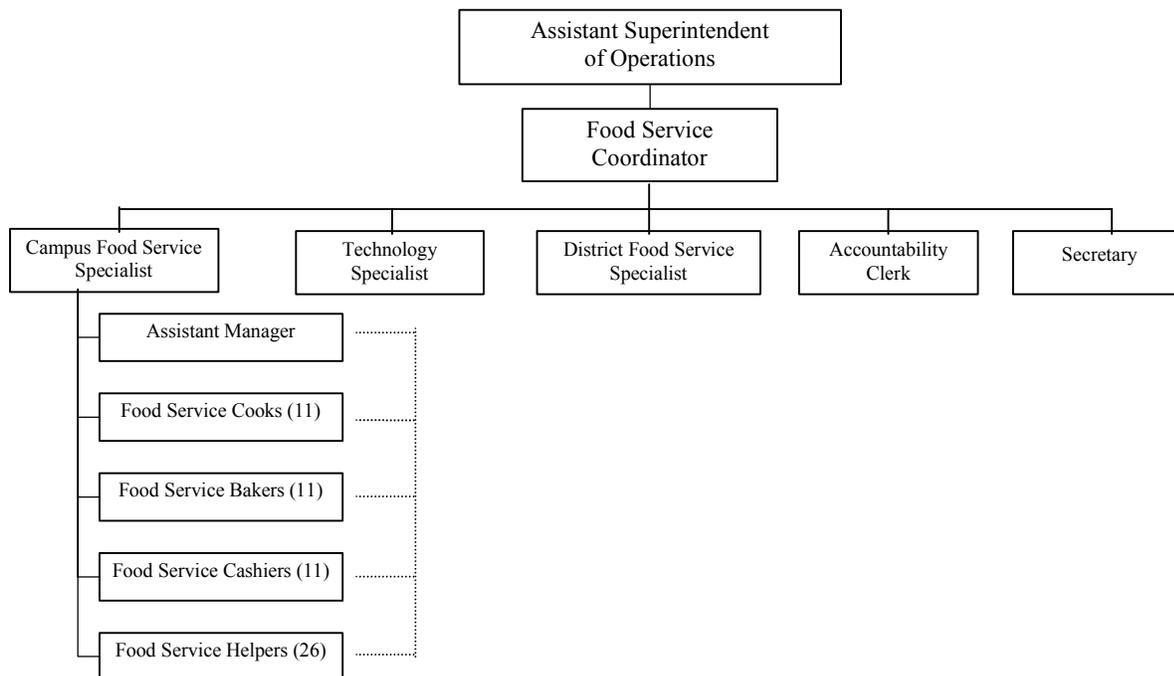
manages the USDA commodity ordering and usage. The district specialist is responsible for catering operations, monitoring monthly inventory, placing food orders for the schools, and conducting regular visits to school cafeterias. The secretary is responsible for processing Food Service employee time sheets for payroll, processing maintenance work orders, processing warehouse orders for paper goods used by school cafeterias, processing purchase orders for office supplies, and processing supplier invoices. The accountability clerk prepares and files meal claims to TEA, processing student eligibility applications for free and reduced-price meals, and reconciling and recording bank deposits for school meal sales. The technology specialist is responsible for administering the point-of-sale information system, conducting training on computer system applications to all Food Service employees, troubleshooting Food Service computer systems, and managing all Food Service printers, copiers, scanners, computers, and fax machines. Employees are staffed at schools according to target meals per labor hour (MPLH). A temporary agency provides substitute Food Service workers when school cafeteria workers are absent. **Exhibit A-96** shows the Food Service organization.

All 11 CISD schools have cafeterias. They each prepare all food that is served for breakfast and lunch. Each school has a campus food service

specialist, one baker, one cook, one cashier, and two or more helpers. Students enter serving lines at each school and tell the food service helpers what items they would like on their tray. They then select milk or juice from the beverage coolers located next to the cash registers. Students either scan their student identification card or tell the cashier their student identification number. The automated point-of-sale (POS) system then identifies the student as eligible for either a free, reduced-, or full-priced meal. Students required to pay for meals have the option of paying in advance and having the money placed in their personal meal account or paying for each meal as they go through the serving line. Food Service implemented Nutrikids point-of-sale system at each school in 2004–05 to account for all meals served. Each school’s cafeteria operations are connected to the wide area network. This allows for the Food Service coordinator and office staff to view individual school cafeteria operations at any time from their central office location.

CISD Food Service also offers catering services. The district food service specialist manages catering operations. Catering consists of preparing meals for special activities such as board meetings, staff development, extra-curricular activities at schools and central office, and principal and teacher meetings. Board members, the superintendent, administrators, principals, teachers, staff, and parent

**EXHIBIT A-96  
CISD FOOD SERVICE ORGANIZATION**



SOURCE: CISD Food Service Coordinator, December 2004.

groups can request catering for an event. The district Food Service specialist has established menus items and prices. Prices include food and labor. She prepares meals using food purchased from local stores and bills the department or group that requested catering services. The district food service specialist at Carroll T. Welch Intermediate School cafeteria prepares food for catering operations.

An outside contractor conducts preventive maintenance on Food Service equipment. CISD maintenance staff repair items related to the physical facilities. CISD custodians clean the eating areas, and Food Service pays CISD for part of their salaries. Utility and waste removal costs associated with cafeteria operations are charged to Food Service. CISD's Food Service experienced a six percent increase in 2004–05 for contracted services due to an increase in maintenance and repair services and services provided by the Region 19 Education Service Center for processing and distributing commodities.

**OPERATIONAL TURNAROUND**

Food Service implemented multiple activities to control costs that transformed an operating deficit in 2001–02 to a \$1.2 million positive fund balance in 2003–04. CISD covered Food Service Fund deficits by transferring money from the General Fund. The Food Service coordinator indicated that the use of the excess fund balance is planned in this manner:

1. work with the CISD Business Office to determine the program's total costs so that they can maintain a three-month operating balance;
2. work with the Construction and Facilities coordinators to evaluate cafeteria needs related to kitchen layout to improve cafeteria services and storage space;
3. develop a long-range plan to replace old equipment;
4. keep abreast with new school construction;
5. work with experts to develop plans to enhance and improve the cafeteria layout that will be inviting and conducive to student participation; and
6. use the expertise of a professional chef for staff development to teach Food Service personnel healthy food preparation techniques, customer service, marketing, and promotion on an annual basis.

School districts receive money from the National School Lunch Program and School Breakfast Program to operate. They are required to account for all financial activity in a Special Revenue Fund that is distinct from the General Fund and are expected to operate as independent, self-sustaining entities.

**Exhibit A-97** shows actual Food Service revenues and expenditures for Fiscal Years 2002–03 and 2003–04 and budgeted expenditures for Fiscal Year 2004–05.

**EXHIBIT A-97**

**CISD FOOD SERVICE REVENUE, EXPENDITURES, AND FUND BALANCE  
2002–03 THROUGH 2004–05**

<b>CATEGORY</b>	<b>2002–2003 ACTUAL</b>	<b>2003–2004 ACTUAL (2)</b>	<b>2004–2005 BUDGET (3)</b>	<b>PERCENTAGE CHANGE FROM 2002–03 TO 2004–05</b>
<b>REVENUES</b>				
Local	\$324,515	\$257,677		
State	35,165	33,899		
Federal	2,698,959	2,996,006		
<b>Total Revenues</b>	<b>\$3,058,639</b>	<b>\$3,287,582</b>	<b>\$3,438,550</b>	<b>12%</b>
<b>EXPENDITURES (1)</b>				
Payroll	\$1,177,704	\$1,403,332	\$1,358,070	15%
Contracted Services	18,754	120,305	203,730	986%
Food	848,747	896,484	988,140	16%
Supplies	236,368	6,260	166,300	(30%)
Utilities & Trash Removal	299,287	194,456	137,900	(54%)
Other Operating Expenditures	64,969	182,183	23,380	(64%)
Capital Outlay	–	6,167	37,910	N/A
<b>Total Expenditures</b>	<b>\$2,645,829</b>	<b>\$2,809,187</b>	<b>\$2,915,430</b>	<b>10%</b>
<b>Net Profit</b>	<b>\$412,810</b>	<b>\$478,395</b>		
<b>Fund Balance</b>	<b>\$681,515</b>	<b>\$1,159,910</b>		

SOURCE:

(1)CISD Business Office GNL.570 Reports, 2003–03 through December 31, 2004.

(2)CISD Annual Financial Report for the Year Ended August 31, 2004.

(3)CISD budget report does not provide revenues by funding source. It has \$570,895 for breakfast, \$2,574,911 for lunch, and \$292,744 for catering & sales.

According to the assistant superintendent of Support Services, the Food Service department converted operating deficits to a \$1,159,910 positive fund balance by taking the following actions:

- monitoring meals per labor hour (MPLH) and establishing targets according to the Texas Association of School Business Officials (TASBO) recommendations;
- instituting staff reductions according to MPLH targets;
- using temporary employees for substitute workers hired through a local temporary employment agency;
- allowing the employment of a substitute worker only when two or more employees are absent on the same day;
- rotating cafeteria workers;
- eliminating paid lunch time for part-time employees;
- eliminating the full-time equipment repair employee and contracting the service to a local entity;
- improving catering operations;
- increasing lunch participation by increasing food quality; and
- arranging with Burger King and Pizza Hut to provide lunch once per month.

### SCHOOL VISITS

The Food Service district specialist visits each school at least two times per year to review operations and ensure that Food Service employees are following procedures and completing required paperwork. Conducting the visits provides an opportunity to observe employees in their daily routine and allows corrective action to be taken when necessary. The visits are random and unscheduled. During the visits, the district specialist observes how students are treated and whether or not students are eating what

is served on their trays. The specialist makes notations of what students throw away. Food Services developed and uses a detailed visit checklist to ensure that all school visits are documented and the results are discussed with the Food Service school specialist at the end of each visit. The completed checklists become part of the employee's performance evaluation. If the district specialist observes problems with food preparation, service, or record keeping, the specialist makes a notation on the checklist and makes a follow-up visit later in the year.

### PRODUCTIVITY

Food Service established employee productivity expectations for all of its school cafeterias. The expectations are in accordance with TASBO recommendations for MPLH. Labor is the largest food service operation expense. Therefore, MPLH is a critical indicator that many successful food service organizations use to control labor costs. Monitoring MPLH allows for quick adjustments in labor when needed. The Food Service coordinator calculates MPLH in accordance with TASBO recommendations, and the assistant superintendent of Support Services monitors MPLH each month. The Support Services assistant superintendent requires school food service specialists who do not meet expectations to provide an explanation. The three-month average productivity for August-October 2004 is 52 MPLH lower than target per month. This equates to 4.7 MPLH per school per month lower than target. An average variance of 4.7 MPLH less than target demonstrates that Food Service is effectively controlling labor hours and costs. **Exhibit A-98** summarizes MPLH for August-October 2004.

### FOOD SERVICE FINANCIAL MANAGEMENT

Food Service operations are required to be accounted for in a Special Revenue Fund distinct from the district's General fund. Food Service operations are expected to be operated like a business and be self-supporting. Federal funds are

#### **EXHIBIT A-98 MPLH SUMMARY AUGUST-OCTOBER 2004**

	<b>MEAL EQUIVALENTS SERVED</b>	<b>ACTUAL MPLH</b>	<b>TARGET MPLH</b>	<b>DIFFERENCE</b>
August 2004	7,844	157.98	184	(26.02)
September 2004	8,140	111.13	184	(72.87)
October 2004	7,867	127.80	184	(56.20)
<b>Total</b>		<b>396.91</b>	<b>552</b>	<b>(155.09)</b>
<b>Average per Month</b>				<b>(51.70)</b>
<b>Average per Month per School</b>				<b>(4.70)</b>

SOURCE: CISD Food Service Coordinator, January 2005.

provided to each state for NSLP and SBP operations. The United States Department of Agriculture (USDA) also provides food commodities to the district for Food Service operations. CISD's Food Service has had an operating profit since 2001–02. The profits have gone into the Food Service fund balance, which was \$1,159,910 as of August 31, 2004. Some of the fund balance will be used to equip the kitchen being built with the new Horizon Middle School and to replace aging equipment at other schools.

The Food Service point-of-sale system generates meal participation reports for each meal served at each school each day. These reports are used by the Food Service accountability clerk to prepare and electronically submit reports on meal participation and associated costs to the Texas Department of Education (TEA). TEA then electronically submits reimbursements to CISD's designated bank account. According to the CISD audited financial statements, CISD received \$2996,006 in state and federal reimbursements and generated an addition \$257,677 in local sales in 2003–04.

The USDA established severe need funding for breakfast served at schools serving a large percentage

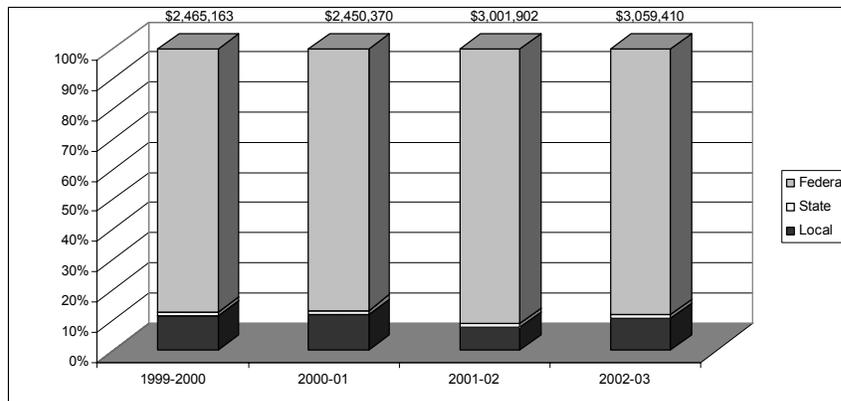
of needy students. The SBP regulations specify eligibility criteria for severe need reimbursements as follows:

- Reimbursement rates under the SBP are insufficient to cover SBP costs.
- The school is currently participating in, or desiring to initiate, a SBP.
- Forty percent or more of the lunches served to students at the schools in the preceding school year were for free or reduced-price meals.

CISD schools met the eligibility criteria for severe need and received an additional \$0.02 cents for every lunch served and an additional \$0.23 for every reduced-price or free breakfast served. **Exhibit A-99** provides a summary of food service revenues.

Federal reimbursements accounted for 88 percent of total Food Service revenues in 2002–03. State reimbursements accounted for 1 percent, and local sales accounted for 11 percent of revenues during 2002–03. Local revenues come from full- and reduced-price meals, adult meals, a la carte sales, and catering events. **Exhibit A-100** summarizes the percentage of Food Service revenue received by

**EXHIBIT A-99  
CISD FOOD SERVICE REVENUES  
1999–2000 THROUGH 2002–2003**



NOTE: 2002–03 amounts differ from CISD audited financial statement for August 31, 2003. The audited financial statements report \$3,287,582.  
SOURCE: LBB Texas Education Agency F-33 Library.

**EXHIBIT A-100  
CISD FOOD SERVICE REVENUE SOURCE  
AS A PERCENT OF TOTAL REVENUES  
2000–2001 THROUGH 2003–2004**

YEAR	LOCAL	STATE	FEDERAL
1999–2000	11%	1%	87%
2000–2001	12%	1%	87%
2001–2002	8%	1%	91%
2002–2003	11%	1%	88%

SOURCE: MJLM calculations based on LBB Texas Education Agency F-33 Library.

source. Federal revenues are one percent higher in 2002–03 than in 2000–01 yet three percent lower than in 2001–02.

**Exhibit A-101** compares CISD Food Service revenues to its peers. CISD received \$3,059,410 total revenues in 2002–03, the lowest of its peers. Rio Grande City received \$5,115,917 total revenues in 2002–03, the highest among the peer group.

Payroll and food costs typically represent the majority of food service expenditures. CISD's Food Service payroll budget for 2004–05 is 47 percent of the budget, and food is 34 percent of the budget. The 2004–05 payroll budget is three percent lower than 2003–04 actual expenditures, while food is two percent higher. This can be attributed to stronger control of labor costs and higher food costs. The 2004–05 budget for contracted services has increased 6 percent since 2002–03. This can be attributed to the use of contracted maintenance and repair service instead of a full-time Food Service maintenance employee. The maintenance position was eliminated in 2003–04. **Exhibit A-102** provides a breakdown of

Food Service revenues and expenditures from 2002–03 through 2004–05.

**Exhibit A-103** compares CISD's expenditures to peers. CISD's payroll expenditures are higher than its peers. CISD payroll is 50 percent of total expenditures, Rio Grande City ISD is 40.8 percent, and San Benito CISD is 36.4 percent. CISD also expends a higher percentage on contracted services than its peers. CISD's contracted services are 4.3 percent of total expenditures, Rio Grande City ISD is 3.6 percent, and San Benito CISD is 1.9 percent. CISD's food cost percentages are lower than its peers. CISD food costs are 31.9 percent of total expenditures, Rio Grande City ISD is 45.6 percent, and San Benito CISD is 55.6 percent.

#### STUDENT MEAL PARTICIPATION

School districts that take part in the NSLP and SBP receive cash subsidies and donated commodities from the USDA for each meal they serve. For this, the district must serve its students meals that comply with the nutritional guidelines established by the

#### EXHIBIT A-101

##### COMPARISON OF CISD AND PEER DISTRICTS FOOD SERVICE KEY REVENUES 2002–03

REVENUE SOURCE	RIO GRANDE CITY ISD	SAN BENITO ISD	LOS FRESNOS ISD	CLINT ISD
Local	\$397,891	\$306,807	\$266,625	\$325,286
State	\$43,563	\$48,890	\$34,984	\$35,165
Federal	\$4,674,463	\$4,212,544	\$3,097,218	\$2,698,959
<b>Total Revenues</b>	<b>\$5,115,917</b>	<b>\$4,568,241</b>	<b>\$3,398,827</b>	<b>\$3,059,410</b>

NOTE: 2002–03 amounts differ from CISD audited financial statement for August 31, 2003. The audited financial statements report \$3,287,582.  
SOURCE: Texas Education Agency F-33 Library.

#### EXHIBIT A-102

##### CISD FOOD SERVICE REVENUES AND EXPENDITURES 2002–03 THROUGH 2004–05

CATEGORY	2002–03		2003–04		2004–05	
	ACTUAL	PERCENT OF TOTAL	ACTUAL	PERCENT OF TOTAL	BUDGET	PERCENT OF BUDGET
<b>REVENUES</b>						
Local	\$324,515	11%	\$257,677	8%	*Not provided	
State	\$35,165	1%	\$33,899	1%	*Not provided	
Federal	\$2,698,959	88%	\$2,996,006	91%	*Not provided	
<b>Total Revenues</b>	<b>\$3,058,639</b>		<b>\$3,287,582</b>		<b>\$3,438,550*</b>	
<b>EXPENDITURES</b>						
Payroll	\$1,177,704	45%	\$1,403,332	50%	\$1,358,070	47%
Contracted Services	\$18,754	1%	\$120,305	4%	\$203,73	7%
Food	\$848,747	32%	\$896,484	32%	\$988,14	34%
Supplies	\$236,368	9%	\$6,260	0%	\$166,30	6%
Utilities & Trash Removal	\$299,287	11%	\$194,456	7%	\$137,90	5%
Other Operating Expenditures	\$64,969	2%	\$182,183	6%	\$23,380	1%
Capital Outlay			\$6,167	0%	\$37,910	1%
<b>Total Expenditures</b>	<b>\$2,645,829</b>		<b>\$2,809,187</b>		<b>\$2,915,430</b>	
<b>Net Profit (Loss)</b>	<b>\$412,810</b>		<b>\$478,395</b>			
<b>Fund Balance</b>	<b>\$681,515</b>		<b>\$1,159,910</b>			

\*NOTE: CISD did not provide budgeted revenues by source for 2004–05.

SOURCE: CISD Business Office GNL.570 computer program reports 2003–03 through Dec 31, 2004, CISD Audited Financial Statements August 31, 2003 and August 31, 2004.

USDA and the Texas Department of Agriculture. Districts must also offer free or reduced-price meals to eligible students. All of CISD's schools are closed campus, meaning that students are not allowed off school property once classes begin for the day.

CISD has experienced a 5 percent increase in lunch participation and a decrease of 43 percent in breakfast participation rates from 2001–02 through 2003–04. Food Service served 373,393 breakfasts and 1,122,815 lunches during 2003–2004. In 2003–04, 88.2 percent of students at the district were

eligible for free and reduced-priced meals. Only 26.9 percent of its students participated in the breakfast program, and 81.2 percent of the students participated in the lunch program during 2003–04. **Exhibit A-104** provides the participation statistics.

**Exhibit A-105** shows that CISD has a higher percentage of students eligible for free and reduced-priced meals (88.2 percent), second highest lunch participation rate (81.20 percent), and significantly lower breakfast participation (26.99 percent) rates than each of its peers.

**EXHIBIT A-103  
COMPARISON OF EXPENDITURES  
2003-04**

CATEGORY	CLINT ISD	PERCENT OF BUDGET	RIO GRANDE CITY CISD	PERCENT OF BUDGET	SAN BENITO CISD	PERCENT OF BUDGET
Payroll	\$1,403,332	50.0%	\$2,209,968	40.8%	\$1,824,647	36.4%
Contracted Services	\$120,305	4.3%	\$194,174	3.6%	\$95,465	1.9%
Food	\$896,484	31.9%	\$2,469,320	45.6%	\$2,788,631	55.6%
Supplies	\$6,260	0.2%	\$79,524	1.5%	\$60,981	1.2%
Utilities & Trash Removal	\$194,456	6.9%	\$193,174	3.6%	\$2,618	0.1%
Other Operating Expenditures	\$182,183	6.5%	\$265,500	4.9%	\$0	0.0%
Capital Outlay	\$6,167	0.2%	\$0	0.0%	\$244,891	4.9%
<b>Total Expenditures</b>	<b>\$2,809,187</b>	<b>100.0%</b>	<b>\$5,411,660</b>	<b>100.0%</b>	<b>\$5,017,233</b>	<b>100.0%</b>
<b>Net Profit (Loss)</b>	<b>\$250,223</b>		<b>\$216,500</b>		<b>(\$22,351)</b>	
<b>Fund Balance</b>	<b>\$1,159,910</b>		<b>\$2,132,473</b>		<b>\$311,218</b>	

SOURCE: CISD Business Office GNL.570 Reports 2003-03 through Dec. 31, 2004; completed peer district surveys January 2005.

**EXHIBIT A-104  
COMPARISON OF CISD'S FOOD SERVICE KEY PARTICIPATION STATISTICS  
2001-2002 THROUGH 2003-2004**

DESCRIPTION	2001-2002	2002-2003	2003-2004	PERCENT CHANGE (2000-01 THROUGH 2003-04)
Percentage of Students Eligible for Free/Reduced Meals	88.7%	90.3%	88.2%	2.8%
Meals Served				
- Breakfast	655,514	411,792	373,793	(43.0%)
- Lunch	1,059,810	1,050,429	1,122,815	5.9%
Average Meal Participation Percent Rate				
- Breakfast	47.6%	28.6%	26.9%	(43.5%)
- Lunch	76.9%	72.9%	81.2%	5.5%

SOURCE: Texas Education Agency Child Nutrition Program Division District Profile, 2001-2002 through 2003-2004.

**EXHIBIT A-105  
COMPARISON OF CISD'S AND PEER DISTRICTS' FOOD SERVICE KEY PARTICIPATION STATISTICS RANK BY PERCENTAGE ELIGIBLE FOR FREE/REDUCED MEALS  
2003-2004**

DESCRIPTION	CLINT ISD	LOS FRESNOS CISD	RIO GRANDE CITY ISD	SAN BENITO CISD
Enrollment	8,564	7,506	9,469	9,866
Percentage of Students Eligible for Free/Reduced Meals	88.2%	85.5%	84.5%	83.9%
Meals Served				
- Breakfast	373,793	970,533	1,378,393	1,017,237
- Lunch	1,122,815	1,162,306	1,409,100	1,589,429
Average Meal Participation Percent Rate				
- Breakfast	26.99%	65.46%	80.0%	47.48%
- Lunch	81.20%	77.98%	81.81%	74.18%

SOURCE: Texas Education Agency Child Nutrition Program Division District Profile 2003-2004.

**CHAPTER 9  
TRANSPORTATION**

The primary goal of every school district’s Transportation Department is to transport eligible students to and from school and approved extracurricular functions in a safe, timely, and efficient manner.

Chapter 34 of the Texas Education Code authorizes, but does not require, Texas school districts to provide transportation for students in the general population to and from home and school, school and career and technology training locations, and extracurricular activities. The federal Individuals with Disabilities Education Act (IDEA) requires that a school district provide transportation for students with disabilities if the district also provides transportation for students in the general population, or if students with disabilities require transportation to special education services.

Texas school districts are eligible for state reimbursement for transporting regular program, special program, and career and technology education (CATE) program students. The legislature sets funding rules, and the Texas Education Agency (TEA) administers the program. TEA requires each eligible school district receiving state reimbursement to provide two annual school transportation reports, the School Transportation Route Services Report and the School Transportation Operations Cost Report. The Route Services Report documents miles traveled and number of riders by program and subprogram. The Operations Cost Report documents total miles, costs, and fleet data. The data used in this chapter for peer comparisons is from the 2003–04 TEA reports, the most recent year available.

State funding for regular program transportation is limited to transportation of students living two or more miles from the school they attend. The state does not reimburse districts for transporting students living within two miles of the school they attend unless hazardous walking conditions exist on the way to school, such as the need to cross a four-lane

roadway without a traffic signal or crossing guard. The state reimburses districts for transporting students on hazardous routes within two miles of school, up to a maximum of 10 percent of the total annual reimbursement for transporting students living two or more miles away. A school district must use local funds to pay for transportation costs not covered by the state reimbursement.

For the regular program, the state reimburses districts qualifying for transportation expenses based on linear density, which is the ratio of the average number of regular program students transported daily on standard routes to the number of route miles traveled daily for those standard routes. Standard route miles and riders are a subprogram of the regular program and do not include miles or riders for hazardous, alternative, bilingual, desegregation, magnet, parenting, year-round, or pre-kindergarten service. TEA uses this ratio to assign each school district to one of seven linear density groups. Each group is eligible to receive a maximum per mile allotment. The effect of this approach is to reward districts that are able to carry more riders on fewer miles of service by paying a higher allotment per service mile.

Exhibit A-106 shows the linear density groups and the related allotment per mile.

**EXHIBIT A-106  
LINEAR DENSITY GROUPS**

LINEAR DENSITY GROUP	ALLOTMENT PER MILE
2.40 and above	\$1.43
1.65 to 2.399	\$1.25
1.15 to 1.649	\$1.11
0.90 to 1.149	\$0.97
0.65 to 0.899	\$0.88
0.40 to 0.649	\$0.79
Up to 0.399	\$0.68

SOURCE: Texas Education Agency, Handbook on School Transportation Allotments, revised May 2004.

Exhibit A-107 shows the linear densities and the resulting allotment for CISD and a peer group of school districts.

**EXHIBIT A-107  
LINEAR DENSITY AND ALLOTMENT PER MILE  
CISD AND PEER DISTRICTS**

DISTRICT	STANDARD REGULAR RIDERS 2003–04*	STANDARD REGULAR MILES 2003–04	LINEAR DENSITY 2003–04	2003–04 ALLOTMENT PER MILE BASED ON 2002–03**	ELIGIBLE ALLOTMENT PER MILE 2004–05**
San Benito ISD	500,400	459,000	1.09	\$1.11	\$0.97
Los Fresnos ISD	687,060	687,614	1.00	\$0.97	\$0.97
Rio Grande ISD	932,400	809,565	1.15	\$1.11	\$1.11
Peer Average	706,620	652,060	1.08	\$1.11	\$0.97
Clint ISD	<b>554,292</b>	<b>338,467</b>	<b>1.64</b>	<b>\$1.25</b>	<b>\$1.11</b>

\* Annual riders calculated by multiplying average daily riders by 180 school days for peers and 178 school days for CISD.

\*\* Allotment rates are based on the previous year’s linear density.

SOURCE: Texas Education Agency, Transportation Route Services Reports, 2003–04.

CISD received \$1.11 allotment per mile in 2003–04 based on the linear density for 2002–03. Standard regular miles of 312,912 and 542,188 riders during 2003–04 resulted in a linear density of 1.73 (linear density equals standard regular riders [542,188] / standard regular miles [312,912]). Therefore, the district’s reimbursement rate for each eligible regular program route mile for 2004–05 increased to \$1.25. Route miles eligible for reimbursement do not include extracurricular miles, deadhead miles (deadhead miles occur between the locations where the student transportation vehicle is parked during the day or night and the school where the eligible route miles begin and end), hazardous route miles in excess of the 10 percent limit, or other miles reported to TEA.

Based on riders and miles for 2003–04, CISD’s linear density drops to 1.64, which will decrease CISD’s allotment per mile back to \$1.11 for 2004–05. As noted in the transportation recommendations, CISD appears to be improperly allocating riders between the two-mile-or-more category and the hazardous route category. No riders are reported as hazardous riders even though the Transportation supervisor says they have hazardous riders.

**Exhibit A-108** compares total annual operations cost and the state allotment for regular program and special program transportation in 2003–04 for CISD and the peer districts as reported by TEA. The operations cost and state allotment for the regular

program include regular program CATE route miles and private program miles. The operations cost and state allotment for the special program include special program CATE route miles and private program miles. CISD receives about a third less in percentage terms from the state for the regular transportation allotment as do its peers.

**Exhibit A-109** shows the percentage of students transported compared to total enrollment at CISD and the peer districts. CISD has a lower percentage of students using the bus than does its peers.

**Exhibit A-110** shows the annual riders, total annual route miles, and total buses for CISD and its peers for 2003–04. Total annual riders are determined by multiplying average daily riders by 180 for the peers and 178 for CISD, reflecting its two waiver days. Annual riders include CATE riders. Route miles occur while a bus is on a defined route transporting students. These route miles are reported on the TEA Operations Cost report and reflect actual route miles operated, including deadhead. It does not include extracurricular, non-school, or other mileage.

**Exhibit A-111** compares the transportation cost of the peer districts with CISD as a percentage of total district expenses for 2003–04. CISD’s transportation expenses are in line with its peers.

**Exhibit A-112** compares the transportation cost efficiency and effectiveness for CISD and its peers on a cost per mile and cost per rider basis. Cost per

**EXHIBIT A-108  
STATE ALLOTMENT, REGULAR AND SPECIAL PROGRAMS  
CISD AND PEER DISTRICTS  
2003–04**

DISTRICT	REGULAR PROGRAM*			SPECIAL PROGRAM		
	OPERATIONS COST	STATE ALLOTMENT	PERCENT STATE	OPERATIONS COST	STATE ALLOTMENT	PERCENT STATE
San Benito ISD	\$1,368,495	\$610,378	45%	\$438,354	\$188,568	43%
Rio Grande ISD	\$1,864,721	\$980,926	53%	\$303,560	\$164,683	54%
Los Fresnos ISD	\$1,996,640	\$879,196	44%	\$415,116	\$188,557	45%
Peer Average	\$1,743,285	\$823,500	47%	\$385,677	\$180,603	47%
Clint ISD	<b>\$1,642,021</b>	<b>\$528,975</b>	<b>32%</b>	<b>\$295,784</b>	<b>\$118,539</b>	<b>40%</b>

\* Operations Cost and State Allotment include CATE routes.  
 \*\* Operations cost excludes capital outlay and debt service and includes vehicle depreciation expense.  
 SOURCE: Texas Education Agency, Transportation Route Services Reports, 2003–04.

**EXHIBIT A-109  
PERCENTAGE OF STUDENTS IN MEMBERSHIP RIDING THE BUS  
CISD AND PEER DISTRICTS  
2003–04**

DISTRICT	MEMBERSHIP	AVERAGE DAILY RIDERS	PERCENT OF MEMBERSHIP RIDING THE BUS
Los Fresnos ISD	7,506	5,739	76%
Rio Grande ISD	9,469	5,510	58%
San Benito ISD	9,866	4,418	45%
Peer Average	8,947	5,222	58%
Clint ISD	<b>8,564</b>	<b>3,428</b>	<b>40%</b>

SOURCE: Texas Education Agency, Transportation Route Services Reports, 2003–04.

**EXHIBIT A-110**  
**OPERATING STATISTICS**  
**CISD AND PEER DISTRICTS**  
**2003-04**

DISTRICT	REGULAR PROGRAM*			SPECIAL PROGRAM		
	ANNUAL RIDERS*	TOTAL ROUTE MILES	TOTAL BUSES	ANNUAL RIDERS*	TOTAL ROUTE MILES	TOTAL BUSES
San Benito ISD	763,920	656,156	46	31,320	186,965	20
Rio Grande ISD	961,020	921,362	68	30,780	160,537	11
Los Fresnos ISD	1,009,980	878,728	64	23,040	174,190	15
Peer Average	911,640	818,749	59	28,380	173,897	15
<b>Clint ISD</b>	<b>593,274</b>	<b>680,516</b>	<b>49</b>	<b>16,910</b>	<b>180,036</b>	<b>10</b>

Annual riders calculated by multiplying average daily riders by 180 school days for peers and 178 school days for CISD.  
 SOURCE: Texas Education Agency, Transportation Route Services Reports, 2003-04.

**EXHIBIT A-111**  
**COST AS A PERCENTAGE OF TOTAL EXPENSES**  
**CISD AND PEER DISTRICTS**  
**2003-04**

DISTRICT	TOTAL DISTRICT EXPENSES	TRANSPORTATION EXPENSES	PERCENT OF TOTAL EXPENSES
Los Fresnos ISD	\$52,686,743	\$1,833,327	3.5%
Rio Grande ISD	\$67,231,701	\$2,515,511	3.7%
San Benito ISD	\$68,097,896	\$679,642	1.0%
Peer Average	\$62,672,113	\$1,676,160	2.7%
<b>Clint ISD</b>	<b>\$58,432,614</b>	<b>\$1,787,560</b>	<b>3.1%</b>

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

**EXHIBIT A-112**  
**PERFORMANCE MEASURES**  
**CISD AND PEER DISTRICTS**  
**2003-04**

DISTRICT	REGULAR PROGRAM				SPECIAL PROGRAM			
	COST/ MILE	COST/ RIDER	RIDERS/ ROUTE MILE	RIDERS/ BUS	COST/ MILE	COST/ RIDER	RIDERS/ ROUTE MILE	RIDERS/ BUS
Los Fresnos ISD	\$1.80	\$1.57	1.15	88	\$1.93	\$14.60	0.13	9
Rio Grande ISD	\$1.10	\$1.06	1.04	79	\$1.60	\$8.33	0.19	16
San Benito ISD	\$1.62	\$1.39	1.16	92	\$2.33	\$13.90	0.17	9
Peer Average	\$1.51	\$1.34	1.12	86	\$1.95	\$12.27	0.16	11
<b>Clint ISD</b>	<b>\$2.15</b>	<b>\$2.47</b>	<b>0.87</b>	<b>68</b>	<b>\$1.63</b>	<b>\$17.35</b>	<b>0.09</b>	<b>10</b>

SOURCE: Texas Education Agency, Transportation Route Services Reports, 2003-04.

mile is determined by dividing total annual operations cost less debt service and capital outlay by total annual odometer miles. Odometer miles are all miles driven, including miles for extracurricular trips, maintenance, and deadhead. Cost per rider is calculated by multiplying route miles by cost per mile and then dividing by annual riders for all programs. This extra step allocates the total cost proportionally among route riders, extracurricular riders, non-school riders, and other riders.

Riders-per-route mile is determined by dividing the total annual riders by total annual route miles including deadhead. Total annual riders are calculated by multiplying average daily riders by 180 for the peer districts and 178 for CISD. The riders per bus are determined by dividing average daily riders by the total number of buses.

CISD's cost per mile and cost per rider for the regular program are higher than its peers. CISD's cost per mile for the special program is in line with its peers, but due to lower ridership levels, the cost per special rider is higher. The riders-per-mile for both the regular and special programs is also lower than its peers, due in part to the size of the district.

**Exhibit A-113** documents a five-year history of the total miles of transportation service provided by CISD by category of service. Route miles occur while a bus is on a defined route transporting students. These miles are reported on the TEA Operations Cost Report and reflect actual route miles operated, including deadhead miles. Extracurricular miles include student transportation for field trips and extracurricular activities such as athletics, band, and University Interscholastic League events. Non-school miles are miles provided for non-school groups, such

**EXHIBIT A-113**  
**CISD ANNUAL MILES OF SERVICE**  
**1999-2000 THROUGH 2003-04**

	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENT CHANGE
<b>REGULAR PROGRAM</b>						
Route Miles	490,523	554,204	573,766	480,189	680,516	38%
Extracurricular	71,125	99,937	119,905	62,633	66,290	(7%)
Non-school	0	1,440	3,664	4,500	9,560	100%
Other	0	7,920	10,992	10,000	7,000	100%
Annual Regular Miles	561,648	663,501	708,327	557,322	763,366	36%
<b>SPECIAL PROGRAM</b>						
Route Miles	168,810	229,928	192,334	202,086	180,036	7%
Extracurricular	0	0	0	0	0	-
Non-school	0	0	0	0	0	-
Other	0	1,620	2,159	2,000	1,500	100%
Annual Regular Miles	168,810	231,548	194,493	204,086	181,536	8%
<b>Total Fleet</b>	<b>730,458</b>	<b>895,049</b>	<b>902,820</b>	<b>761,408</b>	<b>944,902</b>	<b>29%</b>

SOURCE: Texas Education Agency, Operations Cost Reports, 1999-2000 through 2003-04.

as for seniors, boys' and girls' clubs, and the like. "Other miles" consists of all miles that do not fall into one of the other categories. The overall regular miles have increase by one-third, while the special program has a modest 8 percent increase. Overall, miles have increased 29 percent over the past five years.

**Exhibit A-114** summarizes CISD's transportation operations cost by object of expenditure as defined by TEA. Expenditures for salaries doubled over the five-year period, and the overall costs increased 87 percent. These increases are the result of general inflation and increasing levels of service that are provided to meet enrollment growth in the district.

Several additional areas were examined over the course of this audit, but the results did not rise to the level of a commendation or a finding for improvement. CISD is performing adequately in terms of number of accidents; only three bus accidents were recorded in calendar year 2003. In each case, the driver received a written reprimand

and a reminder that further discipline would result for repeated violations.

Drivers all receive pre-employment drug and alcohol screening, as well as a criminal background check. Periodic drug and alcohol testing takes place, as well as testing for cause.

The district follows a two-step preventive maintenance program, with an "A" check at 3,000 miles and a "B" check at 6,000 miles. Other systems also include a "C" and "D" check, which provide a more extensive inspection regime, but many systems do not follow a regular schedule. CISD's preventive maintenance program is relatively in line with other school districts.

The district has written policies on extracurricular trips, with reservations required at least 10 days in advance. Principals are not charged for the cost of field trips. The transportation coordinator makes every effort to work with the requesting group to arrange trip times so that they do not conflict with

**EXHIBIT A-114**  
**CISD TRANSPORTATION OPERATIONS COST BY TYPE OF EXPENDITURE**  
**1999-2000 THROUGH 2003-04**

OBJECT	1999-2000	2000-01	2001-02	2002-03	2003-04	PERCENT CHANGE
Salaries & Benefits	\$785,147	\$915,488	\$1,126,587	\$1,662,261	\$1,574,342	101%
Percent Change		17%	23%	48%	(5%)	
Purchased Services	\$44,775	\$24,132	\$23,189	\$17,293	\$40,322	(10%)
Percent Change		(46%)	(4%)	(25%)	133%	
Supplies & Materials	\$201,312	\$207,329	\$199,339	\$241,575	\$287,124	43%
Percent Change		3%	(4%)	21%	19%	
Other Expenses	\$4,818	\$43,860	\$49,584	\$145,039	\$36,017	648%
Percent Change		810%	13%	193%	(75%)	
Total Operations Cost	\$1,036,052	\$1,190,809	\$1,398,699	\$2,066,168	\$1,937,805	87%
Percent Change		15%	17%	48%	(6%)	

SOURCE: Texas Education Agency, Operations Cost Reports, 1999-2000 through 2003-04.

the scheduled route times. The major impacts occur on Wednesdays and Fridays, when large groups travel, with few impacts on the remaining days of the week.

**CHAPTER 10  
COMPUTERS AND TECHNOLOGY**

Technology capability in any school district should positively contribute to the classroom and administration. School districts address technology in a variety of ways. Regardless of their size and organizational structure, most districts include the oversight of the entire district’s instructional and administrative applications; hardware and software maintenance of these applications; planning, implementation, and oversight of local area networks; and a wide area network and training and technical support for computer applications and networks.

The development of an effective, integrated network of software, hardware, and telecommunications is a major and technically complex endeavor. A successful information technology network requires visionary leadership, clear organizational goals, effective assignments of responsibilities and the commitment of sufficient resources, both financial and personnel. If any one of these key ingredients is missing, substantial resources can be expended without achieving the desired improvement in

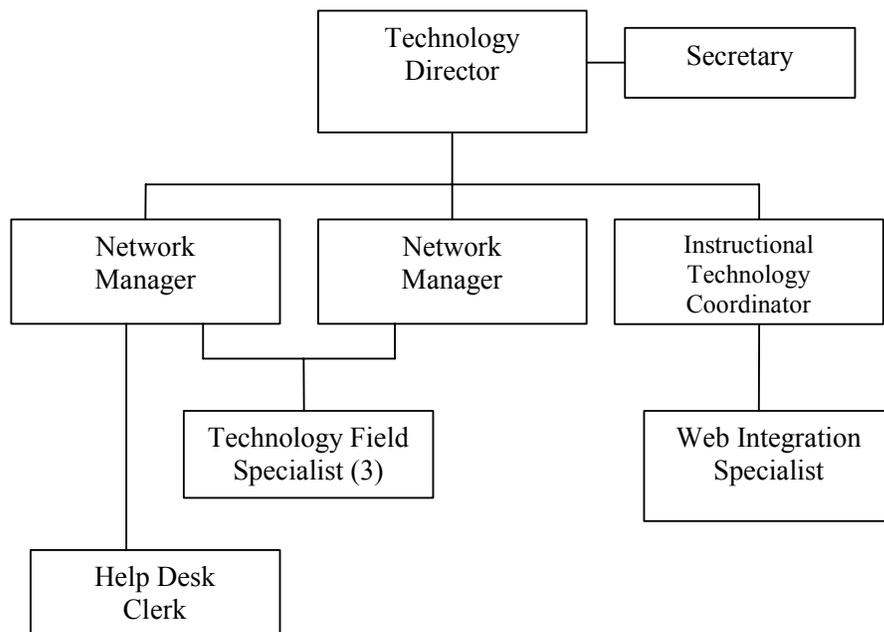
student skills and knowledge, staff skills, or administrative efficiency.

CISD’s TIS Department supports instruction by providing a wide variety of technology services needed by CISD’s schools and departments. The TIS Department develops and maintains computer-based information systems, and coordinates instructional and assistive technology programs for the district. The department responsibilities include network services, technical support, Web integration, and instructional technology. **Exhibit A-115** depicts the organization of the TIS Department.

CISD’s primary goal is student success and the pledge to continue to pursue excellence in the District. The 2004–2007 technology plan focuses on guiding technology decisions by defining objectives, activities, and timelines to accomplish for major technology related goals:

- building a state-of-the-art telecommunications and technology infrastructure;
- preparing teachers to support the integration of technology into the curriculum;
- creating equitable technology access for all CISD stakeholders; and
- providing support in all areas of technology and telecommunications applications.

**EXHIBIT A-115  
TECHNOLOGY AND INFORMATION SERVICES DEPARTMENT ORGANIZATION**



SOURCE: Clint Independent School District’s Technology and Information Services Department, December 2004.

These goals support and supplement the district's overall strategic planning goals. In addition, the technology plan prepares the district to be in compliance for participating in the federal E-rate funding program and state grant programs.

The first technology goal lays a solid foundation to properly support all technology initiatives. Infrastructure projects are underway to re-engineer the existing wide-area network design to be more flexible and cost effective. This extensive effort will be completed in the first quarter of 2005. Some specific improvements resulting from the infrastructure projects include the following:

- standard telecommunications systems;
- up-to-date network cabling;
- centralized network electronics;
- increased number of network connections;
- improved access to the Internet; and
- higher speed communications lines to Region 19.

The improved infrastructure promotes the use of technology applications and increases network connections at older campuses, removing limitations to add computers. The cabling upgrade at the campuses addresses an objective to improve the computer-to-student ratios. The E-Rate award for the 2003–04 (year six) application funded the network cabling upgrades at each campus. The plan for the E-Rate, 2004–05 (year 7), application is to place wireless access points at secondary campuses throughout the district.

The second goal defines the need to develop a districtwide vision for instructional technology. An Instructional Technology Coordinator was added to the technology organization in July 2003. The Instructional Services Department was created to provide support and leadership to each of the core academic areas. Instructional Services and Instruction Technology work closely together to integrate technology into the teaching and learning process. Professional development is an essential component of the technology plan. A multi-level certification plan was implemented as a starting point for technology staff development for the school year 2003–04. CISD's plan is to provide professional development that goes beyond the acquisition of generic computer skills to include mastery of technology applications specifically designed to improve teaching and learning.

Each spring, every teacher and administrator is surveyed with a comprehensive list of questionnaires. The survey responses help measure their technology

usage level, ability, amount of integration, and overall comfort level in regards to technology. Also, the Texas School Technology and Readiness (STaR) Chart is administered and used as a formal assessment tool. The majority of campuses view themselves in the Advanced Tech level more so at the secondary level than the elementary level.

**Exhibit A-116** provides a profile for each campus by their technology level rating aligned to four key technology areas of school technology and readiness. (*Note: no campus is rated at the highest technology level, target technology*)

The third goal addresses improving equity and access. Standards for computer configurations and software are defined and are reviewed annually to assess impacts of technology changes. In terms of updating computers and equipment, the TIS Department defines supported configurations based on age and operating systems to determine computer replacement needs. In January 2005, a project began to assist each campus with completing an inventory of all computer equipment to determine the equipment that should be replaced based on the replacement criteria.

CISD recognizes the importance of increasing the ratio of computers to students. Limited access to computers at home further confirms the need for classroom availability and equity. In the 2002 Update to *the Long-Range Plan for Technology, 1996–2010*, the State Board of Education reported an average of 1 computer for every 4 students with the long-term goal of 1 computer for every student. **Exhibit A-117** provides the student to computer ratio for each campus as of the spring of 2003–04. Overall CISD's computer to student ratio is 1:4.63. An inventory of computers at each campus is targeted for completion in February 2005. At that time an updated computer to student ratio will be available. Computers recently purchased are not reflected in the computer to student ratios listed in **Exhibit A-117**.

The fourth goal addresses the support structure required to maintain the availability of technology resources. Improvements include a revised help desk application that allows entry of trouble tickets at the campus. The TIS Department is evaluating technical support resources based on a staffing formula.

The TIS Department provides technical support resources for the district's instructional, administrative, and support needs. The technology field specialists provide technical support districtwide. In addition, each campus has a designated Campus Technology Coordinator (CTC). CTCs are usually classroom teachers selected by the campus principal for the CTC role. The CTC earns a stipend for providing services at their campus

**EXHIBIT A-116**  
**CISD AGGREGATED DATA FOR SCHOOL TECHNOLOGY AND READINESS**  
**FEBRUARY 2004**

<b>TECHNOLOGY LEVEL</b>			
<b>I. TEACHING AND LEARNING</b>	<b>EARLY (SCORING RANGE 6-8)</b>	<b>DEVELOPING (SCORING RANGE 9-14)</b>	<b>ADVANCED (SCORING RANGE 15-20)</b>
CISD's average score – 13.36	Frank Macias Elementary Horizon High Red Sands Elementary	Carol T. Welch Middle Desert Hill Elementary	Clint Jr High Clint High East Montana Middle Montana Vista Elementary Mountain View High W.D. Surratt Elementary
<b>II. EDUCATOR PREPARATION AND DEVELOPMENT</b>	<b>EARLY (SCORING RANGE 6-8)</b>	<b>DEVELOPING (SCORING RANGE 9-14)</b>	<b>ADVANCED (SCORING RANGE 15-20)</b>
CISD's average score – 14.82		Carol T. Welch Middle Desert Hill Elementary Frank Macias Elementary Horizon High Red Sands Elementary	Clint Jr High Clint High East Montana Middle Montana Vista Elementary Mountain View High W.D. Surratt Elementary
<b>III. ADMINISTRATION AND SUPPORT SERVICES</b>	<b>EARLY (SCORING RANGE 5-7)</b>	<b>DEVELOPING (SCORING RANGE 8-12)</b>	<b>ADVANCED (SCORING RANGE 13-17)</b>
CISD's average score – 13.18	Red Sands Elementary	Desert Hill Elementary Frank Macias Elementary	Carol T. Welch Middle Clint Jr High Clint High East Montana Middle Horizon High Montana Vista Elementary Mountain View High W.D. Surratt Elementary
<b>IV. INFRASTRUCTURE FOR TECHNOLOGY</b>	<b>EARLY (SCORING RANGE 5-7)</b>	<b>DEVELOPING (SCORING RANGE 8-12)</b>	<b>ADVANCED (SCORING RANGE 13-17)</b>
CISD's average score – 12.27	Horizon High	Desert Hill Elementary Frank Macias Elementary Red Sands Elementary	Carol T. Welch Middle Clint Jr High Clint High East Montana Middle Montana Vista Elementary Mountain View High W.D. Surratt Elementary

SOURCE: CISD Aggregated Data for School Technology and Readiness Chart, February 2004.

**EXHIBIT A-117**  
**CISD CAMPUS COMPUTER DISTRIBUTION**  
**SPRING 2003-04**

<b>CAMPUS NAME</b>	<b>ENROLLMENT</b>	<b>STUDENT COMPUTERS</b>	<b>TEACHER/STUDENT SHARED COMPUTERS</b>	<b>LIBRARY COMPUTERS</b>	<b>COMPUTER TO STUDENT RATIO</b>
Carroll T. Welch Middle	654	79	35	11	1: 5.23
Clint High	587	125	104	37	1: 2.21
Clint Jr. High	373	101	24	12	1: 2.72
Desert Hills Elementary	857	144	3	4	1: 5.68
East Montana Middle	883	118	63	13	1: 4.55
Frank Macias Elementary	786	99	45	6	1: 5.24
Horizon High	1,316	115	55	7	1: 7.44
Mountain View Elementary	819	113	37	7	1: 5.22
Mountain View High	1,069	297	60	17	1: 2.86
Red Sands Elementary	899	66	47	8	1: 7.43
W. D. Surratt Elementary	768	45	43	6	1: 8.17
<b>Total</b>	<b>9,011</b>	<b>1,302</b>	<b>516</b>	<b>128</b>	<b>1: 4.63</b>

SOURCE: CISD campus computer distribution, reporting period spring 2003-04 and Monthly enrollment report ending October 2004.

relating to technology use for instructional purposes. These services include on-site technical assistance. Technical issues that cannot be resolved by the CTC are entered into the help desk application by the CTC, and the issue is assigned to a technology field specialist. Any CISD staff member can report technical problems to the TIS Department’s help desk via email or phone.

Notable efforts underway to correct technical issues with some computer labs include the following:

- upgrades to operating systems on lab workstations that will be loaded with a new literacy software package approved for implementation;
- upgrades to lab network electronics to prevent computers from timing out while awaiting network resources to run print jobs or access to the Internet;
- implementing new software to detect and clean “spyware” from lab computers;
- upgrades to servers to support the new literacy software; and
- licensing and re-imaging donated computers placed in computer labs.

A third-party service provider is contracted to provide application support for CISD’s business and financial systems, from which PEIMS data is extracted. Documented policies and procedures exist to ensure the accurate collection and reporting of PEIMS data. A data collection schedule in the format of a calendar or timeline is used to track the submission activities by important dates. The schedule defines important dates and activities for the four submission periods; summer, fall, midyear, and extended. **Exhibit A-118** provides an example of the summer submission calendar. Summer data include the following:

- student attendance data;
- course completion data;
- discipline data;
- restraint data; and
- Title I, Part A data..

Summer data are used for the following:

- calculate foundation school program final allotments;
- calculate attendance and course completion;
- create a portion of the academic excellence indicator system;
- augment the monitoring of special programs; and
- perform desk audits.

At the beginning of each submission period, workshops are held with the PEIMS clerical staff and counselors to review the process and to communicate any process changes. After the workshop the PEIMS reports are distributed to the campus personnel responsible for updating and verifying the PEIMS data for accuracy. If changes are needed, corrections are entered on-line to CIMS. The process in place plus the workshops to train personnel results in few data or reporting errors.

**CHAPTER 11  
SAFETY AND SECURITY**

Providing a safe and secure environment for students, teachers, and other school district employees is a critical task in any district. Because of the priority placed on the safety and security of our children by parents, educators, taxpayers, and the community, the 1995 Texas Legislature addressed school violence by establishing major safety and security-related revisions in the Texas Education Code (Education Code).

**EXHIBIT A-118  
PEIMS SUMMER SUBMISSION SCHEDULE**

MONTH/YEAR	DAY	ACTIVITY
April 2005	11	EDIT+ ready to process data
May 2005	16	EDIT+ ready to accept district files
	24	Last postmark date on which districts can request an extension
	27	Manual corrections due at Region 19
June 2005	6	Manual corrections due at TEA
	23	Data due at TEA
	30	Manual corrections due at TEA
July 2005	21	Last date for resubmitting summer data.
October 2005	04	Data available to customers

SOURCE: 2004–2005 PEIMS Data Collection Schedule, December 2004.

According to the Education Code, each school district must adopt a student code of conduct with the advice of a district-level committee. Additionally, students who engage in serious misconduct must be removed from regular education settings and placed in alternative education programs. Local school districts and law enforcement must share specific information concerning the arrest or criminal conduct of students.

CISD operates its own Security Department staffed with 14 full-time police officers, including the supervisor of security. All 14 full-time security officers are licensed security officers, and the department provides evening and night patrols of the district's schools and facilities. The district's geographic area spans 380 square miles

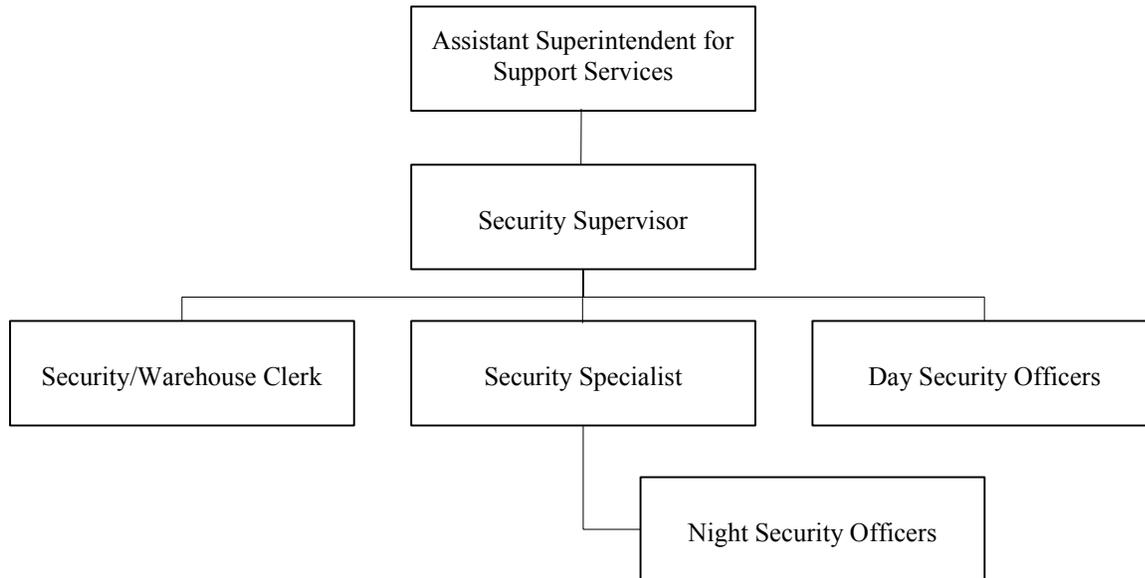
encompassing three major communities—the town of Clint, the town of Horizon City, and East Montana—that include its 11 schools, one school under construction, and five administrative facilities. Security officers are not allowed to enter any of the district's facilities.

**Exhibit A-119** presents the organization structure for CISD's Security Department.

CISD's police chief reports directly to the assistant superintendent for Support Services, who reports directly to the interim superintendent.

**Exhibit A-120** presents the CISD Security Department's general fund budget for the past three years.

**EXHIBIT A-119  
CISD SECURITY DEPARTMENT ORGANIZATION  
2004-2005**



SOURCE: CISD Organization Structure from Interim Superintendent's Office, March 2005.

**EXHIBIT A-120  
CISD SECURITY DEPARTMENT BUDGETS  
2001-02 THROUGH 2003-04**

LINE ITEM	2001-02	2002-03	2003-04	PERCENT INCREASED (DECREASED)
Payroll	\$906,750	\$816,958	\$898,610	(0.9%)
Contracted Services	6,442	5,900	5,300	(17.7%)
Materials and Supplies	17,530	15,052	16,100	(8.2%)
Other Operating Expenses	3,500	1,800	2,500	(28.6%)
Capital Outlay	0	0	62,500	100.0%
<b>Totals</b>	<b>\$934,222</b>	<b>\$839,710</b>	<b>\$985,010</b>	<b>5.4%</b>

SOURCE: CISD budget for the year indicated.

The Security Department’s budget increased 5 percent between 2001–02 and 2003–04. Budgetary increases over the past three years primarily are due to the district purchasing four new trucks in 2003–04.

The assistant superintendent for Support Services manages CISD’s discipline management program. The assistant superintendent for Support Services is responsible for conducting student hearings for violations of the Student Code of Conduct and monitoring and tracking student disciplinary actions, including referrals to alternative education programs and expulsions.

The district publishes and distributes CISD’s Student Code of Conduct to principals, teachers, students, and parents at the beginning of each school year to ensure that everyone is familiar with the district’s disciplinary process and the consequences for misbehavior. The Student Code of Conduct is printed in English and Spanish. The Student Code of Conduct has a seven-part discipline management plan that includes the district’s enforcement policy (including jurisdiction and maximum consequences), serious offenses subject to prosecution and assignment to alternative education programs,

student prohibited behaviors, general information and expectations, guidelines for imposing consequences, and appeal procedures. The code of conduct also details how discipline will be handled for students with disabilities.

CISD summarizes districtwide incident statistics and publishes and distributes an annual incident report in compliance with the TEC. The assistant superintendent for Support Services accumulates and reports districtwide incident statistics by school and summarizes the statistics in an annual report to the board as required by §39.053(a)(4)–(6) of the Texas Education Code. **Exhibit A-121** presents a summary of incidents requiring disciplinary action for 2001–02, 2002–03, and 2003–04.

**Exhibit A-121** also shows that total incidents have decreased approximately 12 percent over the past three years, with a 15 percent decrease in code of conduct violations and disruptive behavior. The exhibit also shows a significant increase in fighting incidents; however, the increase in fighting incidents is likely an anomaly because fighting incidents appear to be reported as code of conduct violations in 2001–02. In any event, CISD reduced the number of total incidents over the past three years.

**EXHIBIT A-121  
INCIDENTS FROM STUDENT DISCIPLINARY ACTION SUMMARY  
2001–02 THROUGH 2003–04**

<b>INCIDENT</b>	<b>2001–02</b>	<b>2002–03</b>	<b>2003–04</b>	<b>PERCENT INCREASE (DECREASE) FROM 2001–02</b>
Code of Conduct Violation, Disruptive Behavior	2,383	1,873	2,028	(14.9%)
Severe or Disruptive Behavior in AEP	45	*	15	(66.7%)
Felony Conduct	*	*	*	200.0%
Off-Campus Felony Conduct	*	*	*	100.0%
Off-Campus Non-Felony Conduct	12	*	*	N/A
Possession of Controlled Substance	57	22	33	(42.1%)
Possession or Use of Alcohol	13	*	*	(61.5%)
Possession or Use of Tobacco	24	10	7	(70.8%)
Possession of a Weapon	*	*	*	*
Public Lewdness or Indecent Exposure	*	*	*	(200.0%)
Assault	*	*	*	*
Criminal Mischief	*	*	*	100.0%
Terroristic Threat	*	*	*	*
False Alarm or False Report	*	*	*	N/A
Fighting or Mutual Combat	*	133	122	N/A
Truancy	*	*	21	N/A
<b>Total Incidents</b>	<b>2,540</b>	<b>2,063</b>	<b>2,246</b>	<b>(11.6%)</b>

\*Due to small numbers, data are not reported to protect student anonymity.  
SOURCE: Student Disciplinary Action Summary, Summer Collection for year indicated.



# **COMBINED OPEN HOUSE COMMENTS**

## **CLINT INDEPENDENT SCHOOL DISTRICT**

On December 7 and 8, 2004, the School Performance Review team in conjunction with Clint ISD officials hosted three open house meetings at Clint High School, Mountain View High School and Horizon High School from 6:30 to 8:30pm to afford all CISD stakeholders an opportunity to give input regarding the twelve functional areas being reviewed.

**The following comments convey opinions of Clint ISD stakeholders and do not reflect the findings or opinions of the Legislative Budget Board or the review team.**

### **EDUCATIONAL SERVICE DELIVERY**

- No more Gifted & Talented (GT) program.
- A lot of parents are trying to fix some problems and the superintendent is not giving appointments.
- I am a very concerned parent because I have no idea how one person [got] the position as a principal. I, myself, had a conference with him and because he could not accuse my son of what he wanted to accuse him, he was very obnoxious, sarcastic, and downright rude. I left his office thinking, how could this person be at the position he's at? I also spoke with the other assistant principal and she never went ahead with something she said she was going to bring up with the principal. I know of this from someone who told me and I was very upset that she would tell me she was going to do something just to keep me happy. I don't know how these people have the positions they have. Hopefully you can do something.
- Overall, education is good. I believe there is more opportunity to provide better service to the GT students. Our kids are in the GT program, but I don't understand what it is doing or will do for them. Advanced classes aren't offered, no special activities that I'm aware of, and no summer classes offered like the school representatives said [there] would be.
- The communication is very poor. We receive a newsletter once a month, but it doesn't have much in it. Also, so much of the time we receive the information on the day of the event or, even more often, we get the information after the event is done.
- There is a problem with the disabled special education students. There is a student that is a bully and does not have enough supervision.

- I don't agree with having substitutes when school is just starting and changing teachers. My daughter changed teachers three times when she was first in algebra, and now she is having trouble with that subject. We also need more than one [foreign] language [class offered] and we need [to teach] multiple cultures and languages.
- We need to offer more classes in computer skills.
- Our school needs band instruments and science equipment.
- I would like the employees of the district to plan better when they order the textbooks because there have been times when our children go two or three months into the school year and have no books for the subject.
- At Horizon High School, my son received a failing grade the first six weeks. (He is normally an A-B student). This failing grade knocked him out of his extracurricular activities for the next three weeks. When I talked to his teacher, I was appalled at the answers she gave me. The principal was agreeable to a move and assured me she would talk to the teacher (especially about teaching a monolingual class in Spanish). My son is making As and Bs with his new teacher, but I am concerned that the grade she gave him will bring down his average. Also, I heard coaches discussing students who failed those six weeks in the parking lot. I was upset because these coaches were laughing and acting unprofessional. I told the principal and her response was [that] she knew the coaches I was talking about—they coached at the high school and middle school but were employed at the middle school/elementary. As far as I know, they were never counseled about their unprofessional behavior.
- Too much stress on TAKS, but I know it is a state issue. [In regards to] No Child Left Behind, some kids are not college material. I wish we had technology classes for those children to learn a trade and be productive in their lives.
- I don't know if this falls into budgeting, but how about hiring more experienced coaches. Clint deserves to win once in a while. Personally, I am tired of seeing the kids lose.

- I think it's great that kids are learning about computers. Jr. high and high school should have more of it.
- I also think it's wonderful that my first grader knows the basics about computers, but Surratt needs more computers so the kids can use them in class.
- Parking – Parents at Surratt are required to park across the highway and then cross the highway to accompany their children to the school door. There is no space to drop off children.
- I offer my services to the school. As parents, we would like to offer ourselves to help with the soccer teams and help with drug avoidance. Children who are in sports are less likely to use drugs. Many children practice various sports and they would be proud to play for their school.
- Sports – The children in Carrol T. Welch School need more support and opportunity to play sports such as football, basketball, soccer. These sports are available only in the high schools.
- Language – Only Spanish is offered as a foreign language and we all speak it. We need French, Russian, German, or others. We need at least three.
- We need special language classes, not only English and Spanish. How can they graduate with only two languages when they need three or more languages to graduate?
- Other schools similar to Clint have special classes like: cooking, cosmetology, and other basics for women.
- We do not want substitutes.
- I am the mother of three children, two in elementary school and one in secondary. Two of my children in elementary were in Frank Macias school. They were [transferred], for reasons I am sure you know (space available), to Surratt. My problem is that my daughter in second grade says her teacher never reviews her work. She is a good student because I am teaching her at home.
- At Surratt school, my children have two or three substitutes a week. I don't know the reason why they have so many substitutes. The substitutes are like babysitters. They don't teach. They only watch the class so there will be no "disorder" in the classes at Horizon.
- We need support for soccer and other sports.
- I like the school, but I think the gifted and talented children need to be challenged more. The coaches are great!
- We want a soccer team for our school— Horizon High School. We need your support please.
- Gifted and Talented – Kids need to be challenged more. At this time, I am not very happy with the program.
- CISD needs to offer more extracurricular activities: swimming, golf.
- Children would like more lunch time, open campus, [and] soccer and wrestling teams.
- We need more lunch time. The children do not have time to finish their food and we need a soccer team.
- Longer lunch time, longer time between classes, and a soccer team.
- We like a block schedule. Children also want to wear earrings and chains like regular high school kids do.
- 7th and 8th grade children like to play in the big gym.
- Soccer team for boys and girls.
- We want sports like soccer, but with a good coach.
- Notices could be sent sooner and by mail. Communication from the school is hard. Many students don't get the notices from their teacher. The principal should also announce on the loudspeaker notices that parents should receive. They should tell them about meetings. Many students never get the notices from their teachers to take home. You need to tell them over and over.
- We need soccer in our district. Most people prefer soccer [to] other sports. Don't understand why we don't have soccer, all they need to do is buy the uniforms.
- We need better teachers who can really teach.
- Students need a payphone.
- Curriculum – We need more for the students, give them something they like. For example, why can't we get soccer? A lot of the students would love it if there was a soccer team. They would stay out of trouble if we would have soccer. And we would also have a lot of them doing well in the school. Another program is Key Club, a program that teaches leadership.

Remember, they are our future. We should also have a hip hop class. Remember, give them what they like, not what they dislike.

- I would like for Carroll T. Welch [to] teach classes on the six pillars (six values) to the parents of the family. To me, they are the basis of each family and I would like to see these classes in values taught in all schools. They [include] health, honesty, family, principles, [and] morals.
- Soccer teams – More boys want soccer [more] than they want American football, but the school only wants American football. Some students here at Horizon play on league teams and are champions. They want to play for Horizon, but they can't.

### **DISTRICT MANAGEMENT**

- We have found the principal to be very rude and sarcastic. He is not easy to talk to when addressing certain concerns and issues. According to him, this is his school and he does whatever he wants with it, and to us that says he doesn't care for the well being of our children.
- Why are we losing another superintendent?
- Concerns about the principal at Surratt Elementary School- parent complains: Principal is rude. He says it is his school and he will run it his way. I went to the central office. The receptionist at central office would not allow me to speak to anyone about the principal. The receptionist refused to take the complaint and refused to make an appointment for me with anyone at central office to talk about the principal. He also refuses to take students inside to say the pledge when it is very cold outside. His rule is to say the pledge outside. Parents filed a petition to stop outside play in bad weather. The petition was taken to the central office. It was ignored. The principal said we would have a community meeting, but it never happened.
- Student absence – At Surratt School, if you have three absences without a doctor's excuse, you will be taken to court. Several parents have been told this is the rule. Is this right?
- When the parents need answers about certain situations, they should not be given the run around. We need a straight forward answer.
- Board governance – We should have at least two representatives of the different areas. Two for Clint, two for Horizon, and two for Mountain View, not all of the same area. We need to help

each other, not just ourselves. Everyone should be treated equally, not different because your mom or dad works in the district. It has to be fair for everyone else.

- Overall, leadership and organization are okay.
- I'm a very concerned parent wanting to know why the Board of Directors is not doing their job as far as keeping up with the functions at school [regarding] how the assistant principals and the principals are doing their jobs. I, for one, had a conference with one of the assistant principals and believe me, I have no idea how in the world this person has the position that he has. I really believe that the Board of Directors should evaluate very often these people who we, the parents, know as authoritative figures, yet the way they behave is outrageous and then they want respect from the students when they don't even respect us, the parents! They never stop and think that these assistants and principals should definitely be evaluated because they have very big faults as authoritative figures.
- The superintendent is leaving and doesn't care what's happening. The superintendent is leaving on the 17th of December.
- The superintendent received the flyer about this meeting by mail. The superintendent knows it is an open house. The flyer does not have a time. And so the superintendent notified the school. But the school did not know the time. The superintendent said the school had to call the number to get the time. The superintendent thinks a lot of people will not show up because of the lack of a time on the flyer.

### **COMMUNITY INVOLVEMENT**

- Community involvement is low! I would like to see the school helping the community in achieving "Community Pride", each helping each other. For example: "adopt a roadside" program; helping families clean their yards; kids tutoring kids.
- Internal and external communication is very poor! We receive very little communication from the school about activities, events, meetings, etc. When we do receive it, it is the same day or even after the event, so we can't plan for it. The communication needs to be sent out further ahead of time so parents can plan ahead. This could help facilitate more parental involvement. One example is the notice sent for tonight's event. It did not state a time for the open house. We just assumed it would be around 7:00 PM.

- I see a lot of community service opportunities in the immediate area/community, but the activities that we participated in are further away. Examples: “adopt a highway” road clean up, yard clean up, tutoring, Big Brother [and] Big Sister programs.
- Community involvement – We need to have more communication. What kind of volunteer programs do you have? I had asked to be a volunteer, left my phone number to participate, and no one has responded.
- We need more communication sent home about any changes in leadership. Give the policies as they are, and don’t give some to some people and not to others.
- In the Clint area, Surratt, Clint Jr. High, and Clint High School, there is very little parent involvement. More has to be done to get the community involved. Offer extra credit to the students to get parents to come to meetings or whatever. Whatever it takes. The newsletters sent in the mail are a great help to me.
- My biggest complaint is that my son, who attends Horizon High School, often comes home and needs to be at an event the next day. If we have plans as a family, I must drop them or change them because often his grade is dependent upon his being present. A newsletter is sent out, but it often comes one or two weeks into the month. Please let us know IN ADVANCE.
- We need a center for parents. As parents, we need good intentions of helping our children. We cooperate with the school. There are many parents who have helped the district as volunteers for years. That is why we need the support of the district. They should return our parent centers, which we had for many years. We believe that we are a great help to the district. It is very important for the well being of our children and our schools.
- I would like to ask for help for my children who are struggling in their classes; they are losing interest in school.
- We want our parent center back with our parent liaison.
- We need more parent volunteers.
- Need more work funds to send parents to learn more about college preparation for their kids? School needs to reach out more to the community.
- I feel the district antagonizes the parents by demanding that kids shave when they have only “peach fuzz”. Does having facial hair impede their learning ability? If so, how? Some policies have to be revised.
- Notices to parents are sent mostly from the elementary schools. That is how I found out about this meeting; the high school did not send out the notices. We passed the information about this meeting to our friends. We are a group of volunteers who have worked together for many years.
- Parents at Horizon have official badges with a photo. They really like it.
- Parents need a place to meet in the school and be welcomed. There was a parent liaison that coordinated the volunteers and mothers and [told] them what to do. They want to help the school, but they need someone to coordinate the efforts.
- I would like to ask please provide special teachers for the parents so that they can explain how to help our children in the subjects. Sometimes we do not know how to explain [subject matter] or teach it to them. We want a program so we can help our students succeed.
- I believe that we should have a center where the young people could go and hangout and make friends. Let’s try getting them off the streets first. By getting parents involved we could interest them in things they could relate to. We need to educate them on the reasons it is good for their child to be involved and what a great impact it will have on how their child feels if we support them.
- The school should be less strict about hair!

### **HUMAN RESOURCES MANAGEMENT**

- We have seen a great turnover in staffing in a short time. It sounds like this was all done for the right reasons. I truly hope our school is doing its utmost best to provide our teachers with as high a salary as we can provide. There is not another more important job in this world.
- I don’t know what the teacher salaries are, but whatever they are, it’s not enough. Good teachers that can provide our children with a good education are the most important thing we could give our kids to prepare for the future.
- As a parent, I would like to see our teachers taken care of. The insurance that teachers have at this time is not adequate. For that reason, I

feel that teachers have no peace of mind and my children cannot get the best of them when it comes to academics.

- I am wondering if it's who you know in order to work for CISD, not what you know.
- If you grew up in Clint or you have a friend who works for the district, you'll get hired. If the principal likes you, you'll get hired. Never mind all the years of volunteer work or the education. That is what I have seen so far.
- The personnel who work at the entrance to the school need to know they come here to work. A child asked to use the telephone in an emergency and call his mother. He had to tell her his battery on his hearing aide was dead and did not work. The secretary at the school told him that the telephone was only for emergencies. For me, this was an emergency, and it was an emergency for him.
- Just hire the people that are going to like what they do; they do not complain about it.
- Personnel management – It is manifested in the student's progress. I observe my children as they increase in their knowledge and learning. I am very satisfied with the personnel management. It is very professional. Thank you.
- Too much red tape. Incompetent workers. Too much favoritism. Too many substitute teachers. Not enough teachers willing to work for their money!

#### **FACILITIES CONSTRUCTION, USE, AND MANAGEMENT**

- The gyms need to be cleaner after the games.
- New construction is excellent.
- Construction needs a lot of work!!! There are too many flooding problems. I believe that the planning was not done properly. Overall, custodial and management [departments] are okay.
- Facilities are too small for a growing community.
- I understand the need for portable classrooms, but it seems the school system could do a better job of planning for long-term growth and build for the future, not for the present.

#### **FINANCIAL MANAGEMENT**

- Taxes are too high. Not seeing much for school programs.
- We need to equally distribute the budget through different programs, not just one. For example, the yearbook [department] doesn't have money, only two cameras, but the newspaper [department] has 4-6 cameras and they have computers. The yearbook [department] doesn't.

#### **PURCHASING**

- I feel as though maybe too much money is put into sports at times. We need books and don't always have them, yet we have new uniforms and equipment all the time!
- [Warehousing] seems to be fairly good. Forms are filled out and make the rounds to store purchases.
- Purchasing and warehousing – I believe that every sport, club, and organization should have their own storage place.

#### **FOOD SERVICE**

- A lot of students prefer not to eat in school because of the disgusting, raw, or spoiled and uncooked food. It is not nutritious and without flavor.
- Food Services are good, but sometimes they don't give us enough food to get full. We go back to our classes hungry. The cafeteria management is good. I have no problems with that, but sometimes we don't get enough time to eat because of the lines. Most of the time when I get my plate, I have 5 minutes to eat.
- The food is good. They should sometimes give more food. We stay hungry and the food is sometimes not so good. As [for] time, we don't get enough time to eat. The people in the food management, if [the food] is good, they are good, nice people.
- The menu is not nutritionally sound. I feel there is way too much pizza and hot dogs provided.
- The quality [of food] is poor. The service is good. The quantity is not enough. Give a choice of juice, milk, or water for those kids who want it.
- At Mountain View High School, the food is inadequate. The sandwiches are cold and many of the students throw the food out. The bread is hard. Most students don't like it.

- The district's new trend is taking care of the overweight [students] at the high school. This department has taken the responsibility of planning our kids' menus.
  - Discussions by our football players, band, cheerleaders, volleyball, and basketball players show they are getting between 1,200 and 1,500 calories per meal, and that is just not enough. The meals they provide are of poor quality.
  - Food – not enough food, [need] more variety. If we don't get enough food, can we get another plate?
  - [The food] is too crappy, not enough food, costs too much. We don't like the food at all.
  - The food is not good. They do not give [enough] food and I have to pay. They should [reinstate] open lunch because sometimes myself and other people don't have money to pay. They should at least give us a second plate. We are growing and in poverty and we need more food.
  - When my son attempted to purchase lunch, he was sent to the end of the line because his ID card was not attached to his clothing, he held it in his hand. The new ID had no fastener. That was mean. Also at Horizon High School, the lines are too long and they don't have time to eat.
  - Food quality is poor. The kids complain it does not taste good.
  - I have never had a problem with food service until this year. I am so terribly upset at what goes on at Surratt school. My children come home stressed out because almost everyday, the cafeteria runs out of food. Fifth graders always have to wait extra minutes for food to be prepared because they have run out. Another thing, food servers are rude, mean, and they don't care about the children. For a first grader, it's a major issue if they spilled beans on their apple sauce because that totally ruins their lunch for them. This happens quite a lot. There is absolutely no regard for the little ones in Pre-K to [grade] 2. They are constantly rushed in and out and because [of this] some don't eat properly. No one helps open cartons and that means no milk for that day. The menu doesn't take into consideration that hot chili doesn't sit well with small children. They won't eat it and they go home hungry. I am so happy I got this opportunity to say something about this issue. Please, something has got to change at Surratt cafeteria.
  - In the beginning of the school year, I qualified for reduced lunch. By the second week, I was packing lunches for my three kids. They say the food is not enough and does not taste good. Something has to be done to improve the cafeteria food.
  - Students need longer lunch times and more bathroom breaks. They don't have time to eat.
  - Food should be changed so that it is more nutritious.
  - The students don't have time to eat if they are late; they are counted late (at their next class). They get very little food.
  - We need more time for lunch and healthy food.
  - Please send trained and qualified personnel to check the large quantity of food that is wasted. Ask why? The children reply: They don't like what is served or the way it is prepared. Please pay attention to this note, because not only is it wasted, but it is also not nutritious.
  - My opinion with respect to food: It should be nutritious and of an appropriate portion according to the size and age of the student. We have heard students in the high school complain they are left hungry or that they have to buy outside the cafeteria, purchasing food that is less nutritious.
  - My opinion of the food: It should be more nutritious, [include more] fruits, vegetables. My son tells me he eats pizza and sandwiches, but he does not mention fruit or vegetables. I may be mistaken.
  - There is a video on good nutrition for the students to help them choose properly from a menu.
  - More food for the students and a bigger cafeteria.
  - Facilities and equipment are good. Meal preparation is good. Cafeteria management is okay. The quality of food and nutrition are okay. The portions are too small and kids have to pay sometimes twice and some can't afford it.
  - Students want more time to eat, more choices of food.
- TRANSPORTATION**
- Overall, [transportation] is good. It is a great asset to have the bus running for activities, but we have seen an inconsistency in the schedule of the late bus. The kids and parents cannot rely on it. If we have it, we should always have it.

- The school does not show consistency in providing bus service for all school functions. Therefore, we are providing transportation to activities that are required (for example, student council).
- The busing system is very good. We appreciate the bus routes, drivers, etc. The activities bus after school is a great idea, but there is no set schedule or time the buses are running. They seem to leave at different times each day and don't run every day.
- The school is not consistent with providing transportation to school sponsored activities. We have had to provide transportation for our children to attend school activities that are required to be attended, such as student council activities.
- The transportation is good and it has improved a lot since I moved into the area 13 years ago. The space between students is good. The conduct of the bus drivers is good. Thanks, keep up the good work.
- I live in Horizon; my kids take the activity bus home. My son is not dropped off where he is supposed to be. I've complained, but they say that it depends on the bus driver. Sometimes he has walked for a couple of blocks instead of one block from the house. They come home at 6:00 PM and they are tired, sometimes hurt. Please be considerate!!!!
- Transportation services are of good quality. They are on time in the mornings.
- If one of the high schools is having practice at 6:30 AM, there should be a bus at 6:00 AM instead of 6:35 AM. What if some of the students don't have a ride to get to practice early?
- I have heard from my children that there are drugs on the buses. Not used by the driver but by students on the high school/middle school buses. The mothers are very concerned. Children and youths need supervision on the buses. The children are being approached to use drugs. Some sort of supervision on the buses is necessary.
- Bus safety – Seat belts are needed. Good schedules and cleanliness. Seat belts, seat belts, seat belts.
- In many schools, there is a big problem with traffic flow in the morning and when school is out.

### **COMPUTERS AND TECHNOLOGY**

- I think it's great that kids are learning about computers. Jr. high and high school should have more of it. I also think it's wonderful that my first grader knows the basics about computers, but Surratt needs more computers so the kids can use them in class.
- We have come a long way. We need more instructional technology for teachers.
- [Computers and technology are] good!
- Finally keeping up with other districts. It's great that we have computers for all students.
- Need more community involvement on asking for community input regarding district decisions.
- Overall, we have seen that there is a great lack of technology offered. The computer use and knowledge is way behind compared to other schools. There are very few classes even offered.
- I feel that the school is behind in the use and availability of computers and technology for use in classes. The school also doesn't offer enough technology related courses.
- I think it is great [that] the school gives the students the opportunity to practice their learned computer skills by building computers that are used in the schools.
- We need more up-to-date equipment and we need to offer more classes in computer skills.
- The students in CISD are way behind in technology. We feel that when our kids get out of high school, they are not competitive in [a] college or university because our district does not provide advanced programs and computer classes that will get them ready. Our school needs adequate wiring for computers and for the phone system.

### **SAFETY AND SECURITY**

- Being that Clint is such a small school, I feel that safety and security is not a major issue. I feel, though, that there is not enough security at the Jr. high and high school level. My children go to school at Surratt, Clint Jr. High, and Clint High School. I love it that they have a strict discipline [policy], but I feel that not all principals follow the same policy. The Jr. high needs major improvement in discipline.
- I wish that the district would get tough on the students who do not respect their peers. I think that it is a shame that parents must resort to filing criminal charges in court against students who assault and subject our children (victims)

who have to go to court to testify. Get a policy and enforce the policy. Maybe expelling students who are constantly misbehaving will send the message (this is primarily for the Horizon High School).

- Security is visible on campus.
- This one is weather related: In winter-time, or whenever the weather is harsh, we don't see why the students shouldn't go inside the gym for the pledge and the moment of silence. The school should not be taking them out when it is cold, raining, or snowing. A lot of the kids do not wear their jackets, and [the staff] do not make them wear them.
- Crossing Alameda Avenue is very dangerous when dropping off our kids. People do not yield the right of way to pedestrians. There have been several occasions when I have witnessed and experienced kids almost [being] run over, and their parents [as well]. It would be a good idea to drop them off in front of the school. It would also help a lot in times of bad weather, like rain, snow, or sleet.
- I have had problems in the past with Horizon High School. My children go to school there and I am concerned about my daughter's safety. The discipline there needs to be addressed. I know that last year in one of her classes, the students were out of control, making it hard for her to get an education.
- Safety issues – We should be more alert of our surroundings. There have been many occasions where some fights could have been prevented. We need to talk to these students about not getting in a fight.
- Alternative education – I have had students tell me they want to go there. What does this tell you about the program?
- I am interested in getting more security for the school. My children talk about gangs and drugs and that they fight.
- I have heard from my children that there are drugs on the buses, not used by the driver, but by students in the high school/middle school buses. The mothers are very concerned. Children and youths need supervision on the buses. The children are being approached to use drugs. Some sort of supervision on the buses is necessary.
- There is not sufficient time for the students to eat. They also are worried about bathroom

permission. We need more communication to the parents from the school.

- We need more security. We have only three officers. I am a mother who would accept having my children's backpacks searched for drugs or guns.
- One security employee is the worst educated person. He doesn't respect the students. He tells them if he doesn't like the way they look, speak, or dress.
- Students need longer lunches, more security or monitors in the hallways, and more outside lighting.
- There needs to be more security because we hear many comments that the students have drugs.
- We need to reinforce the security in the schools.
- We need bus monitors on the school buses.
- We need more security, more sports, and cleaner classrooms.
- Students need a payphone to use in emergencies and children need to be allowed to go to the restrooms.
- Parents like the uniforms and the dress code. They don't have it any more.
- Drugs – kids are selling and using drugs around here. The police come, but there are not enough of them. They still use [drugs]. Kids [still] sell [drugs]. We need more security. Can't backpacks go through metal detectors or be X-rayed?
- My question is what percentage of the children in each school has medical insurance? Is this [adequate]?
- I feel the security guards play favorites with the students. They are way too cocky and, yes, they are authority figures, but not "COPS". There is a big difference. They need to go to anger management classes.
- There should be security guards during the beginning and ending of the school day.
- Pay attention to the problems of drug addiction in the high schools. When you get on the bus in the mornings, you can smell the marijuana.
- [Security officers] are harder on the occasional student with a problem than they are on those with known and continual problems.

- SROs – We need the sheriffs here in school. They really care about the students. They show the proof and they show they care.
- I was sent to the office once because I was using profanity. I admit it, but it wasn't only me, it was like ten others yelling out bad words and he just sent me. He didn't send anybody else and I know he knew it was somebody else because they were all sitting with me and it didn't sound like one person. It was like a whole chorus and that's not fair.
- A woman had a problem with her child at school. She thinks the principal was not fair. The problem was that her son found a substance (marijuana) and matches. The coach wrote a letter to the principal. Several boys were involved. Her son is being disciplined but the other boys are not. The principal called the police, but the police said they could not arrest him because he was of age and they could not prove it. Eighteen weeks [in] alternative [school] was the discipline. She does not think this was a fair process. The assistant principal made the decision, the principal agreed. She was notified, but she feels that there is not any communication between parents and the district. She says that the other student had similar problems.
- Overall, the safety and security is very good here at school. The kids know the security guard well and understand what is expected of them. The problems we have seen are at activities that are required and that are not on the school grounds. We have dropped our child off at the place on time, and then the teacher decided not to show up for the activity. The students were not even contacted to let them know the situation. Therefore, they were left there alone [with] no way [to get] home.
- We appreciate the presence of the security officers and law enforcement at school sporting events. It helps to maintain a safe environment for all attending.
- I'm not sure what the policy of the school is on students attending or participating in school activities off site/off campus, without adult supervision. Our child was dropped off to attend a student council organized activity without an adult school representative present. I don't feel this is right. Who would have been responsible if something had happened?
- Safety is OK, but I think we need to have more [security] after school and for students that stay to practice late. There is no security at all. Another area [of concern]- when a student reports a wrong activity (for example, another student doing drugs or breaking the law), don't confront the student in front of all the students and some of the students they know. [I suggest] instead to keep it anonymous (as to who told).
- School policy – Shaving needs stop because our facial hair is getting thicker and uglier; besides, [it causes students to] get a lot of pimples. My parents think shaving is wrong for me because it grows thicker and hairier. My teacher thinks I am gang-related because I am a fan of the Raiders. Not so.
- Students were outside Mountain View H.S. fighting with belts. There is not enough supervision. It might be gangs. CISD needs more security.
- Security is very bad, no respect. Very [racist]. I'm treated very bad even though I'm in the top ten [percent of the class].
- [School officials] should not make [students] shave even though we might look ugly, it's our choice. Our parents get mad at us because we shave. They say our hairs grow thicker. I have had several severe arguments with my father.
- As a student, drugs are very common among people. For the safety of all the students, I would like to see more security in the classes because it is easy for someone to sneak around the school with drugs. Teachers need to be more interested in what is going on in the classroom, rather than just ignoring the situation. I would like to see more security [around] school overall because there are too many conflicts amongst students.



# **COMBINED FOCUS GROUP COMMENTS**

## **CLINT INDEPENDENT SCHOOL DISTRICT**

From December 6, 2004 through December 17, 2004, the school performance review team met with Clint ISD focus groups to obtain input into the twelve functional areas discussed in the report. Focus groups consisting of eight to ten members from the following areas attended the meetings and gave their input: parents, teachers, principals, and business leaders, and community members.

**The following comments convey opinions of Clint ISD stakeholders and do not reflect the findings or opinions of the Legislative Budget Board or the review team.**

- The school board's strengths are that [the members] are people who live in the district, have knowledge of the district and past experience with the district.
- [The school board] asks for input from individual campuses when deciding major changes/plans.
- [The school board] cares about what occurs in the district. There are women's and men's points of view on the school board.
- The board gives the superintendent leeway. And they have provided better benefits throughout the years.
- Every decision is made in an open forum. There is a specified time for any person with a concern to present the matter to the board.
- [School board members have] experience, most are personable, most still communicate with the schools.
- Board members are from a small district area, in their own town, and do not seem to anticipate the great growth and possible annex by the city of El Paso. They do not see that they will no longer be separate.
- Lack of communication between the school board and faculty. There needs to be more means of communication, such as providing e-mail addresses of school board members in order to connect with them.
- Lack involvement in staff and faculty. Input is limited.
- District has too many weaknesses and issues. It is growing fast and it seems like the district is not well prepared for it.

- Don't have a fair balance for all the community areas represented. Maybe some board members have been on the school board for too long (years and years). All don't know what is going on at each school.
- The school board does not micromanage. They actually seem to be too distant at times.
- The school board manages from a distance. I don't think that too many members know what is really going on in our schools, but they require teachers to do a lot of repetition in filing things/paperwork.
- The school board does not micromanage. They need to hear and listen to all employees and not just the administration.
- The school board lets the superintendent do the job. They need to become more involved in the management of the superintendent.
- I don't think the school board cares enough about micro-management. They just leave it up to the administrators.
- I really don't have the feeling that I'm under a micromanaging school board. I also don't think that they are too distant. They are aware of the educational practices taking place and they allow us to function in our profession.
- [The school board should take action] not only if [an issue causes] bad public relations. If anything, I feel they are not involved unless their child attends that school!!
- Currently, the school board does effectively support and supervise the superintendent.
- No, I don't think that the board supports the superintendent. I feel that some members are out for their own intentions and not what is best for our schools.
- I believe [the school board has] supported the superintendent. I believe that they empower the superintendent.
- The board has supported the superintendent as far as supervision; they have somehow, and to their extent, supervised her but let her do her own thing.
- Currently, I do not think [the board has supported the superintendent] because I feel disconnected with the school board.

- I believe our school board does support our superintendent; otherwise, we would have not seen such remarkable positive changes in these past 2.5 to 3 years.
- When the school board finds that the superintendent is not what they really had hoped for, they soon will try to get her out.
- Currently, the board works well with the superintendent. From what I know, the board works fine together. However, [the members] have been on board for a long time.
- Currently, I do not feel that our current/former superintendents got enough support from the board. And I feel that the current members of the board have conflicting interest with one another.
- I believe that [board members] do work well together.
- Historically, the school board has worked cohesively. The superintendent's administration was too stern and myopic. Teachers were not involved in any level of planning for the district. Principals did not have any input in the decisions. It was "her" way.
- Currently, I do not know. Like I mentioned, we are not aware of how the school board works with the superintendent.
- It seems that the board and the superintendent do work well together. Treat each other with respect, have positive outcomes.
- Yes, they work well—maybe too well. Same group for years.
- The superintendent's strengths include the fact that she pulled the district out of debt, introduced new ideas and concepts, and tried to create a "family" of the district.
- The superintendent's strengths: financially sound; implemented good programs; involved with the community; and made good decisions. The superintendent and her staff have been very supportive of teachers and schools. At times they concentrated too much on small items and missed bigger ones.
- The strengths of the superintendent and her administration are that she has an administration that follows her lead. She brought in a good business management person that was able to locate funds.
- The superintendent's strengths: very outgoing, good speaker, and intelligent.
- I never had the opportunity to talk with [the superintendent].
- The superintendent's strengths: Increased the district's economy. According to No Child Left Behind (NCLB), the district is in good standing meeting AYP.
- The superintendent's strengths: I can't say other than what I've heard that she was a good budget manager.
- The superintendent's weaknesses: None that I have observed. The superintendent seems to empower all staff that is involved with the district, primarily the principals.
- The superintendent's weaknesses: Not visible and does not ask for much input. Strictly enforces minor rules. Requires a lot of paperwork.
- The superintendent's weaknesses: There seems to be a need to please the superintendent and a lack of speaking out for issues that might be against the superintendent's wishes.
- The superintendent's weaknesses: I never saw her in the school except for graduation.
- The superintendent's weaknesses: The superintendent's office supports many things for the most part, except our bilingual students. We don't have a definite bilingual model to follow, and the research done two years ago by a bilingual cadre was either not taken into consideration or was simply dropped when the person in charge (bilingual coordinator) left the district.
- The superintendent's weaknesses: Not a people person; out of touch.
- The planning process with the superintendent's office is not always inclusive and effective because they tend to forget about special education and their involvement in planning for new schools, programs, testing, and food plans in the cafeteria.
- I think that [the superintendent's office] get input from all necessary people to make big decisions.
- The superintendent's office supports and empowers teachers, principals, and schools. The superintendent lacks support from teachers. There are policies and/or discussions that the administration doesn't take into consideration with the stakeholders.

- Principals, teachers, and schools are told “how” to do things with no input or say so. The curricula we are to follow comes from the decision up in the [central office]. For example, everyday math scores are going down, yet no one hears our argument to drop the program. The planning process is not effective and inclusive. The decisions are made entirely from [central office] personnel with no consideration of demographics, area location, etc. “Site based” is not implemented.
- I don’t think that they include who needs to be included in the planning process (never enough funds).
- I feel the planning process is effective. I know a lot of people give it a lot of thought, then it is presented to the site-based decision-making committee (SBDMC) to vote on.
- I really don’t know about the planning processes other than that the superintendent’s support went to those schools that she may have had a more personable relationship with. Rules put out into the district will always be followed—but are they effective and improve? NO—they always don’t involve the needed people.
- The barriers that prevent central office from being more effective are a) [central office administrators] are not in the classrooms and schools often and b) their background and experience is limited to one area.
- The central administration office can be more effective if they tap into supervising their supervisors. There is a lot of favoritism, lack of respect, bad mouthing, and belittling from supervisors towards employees, especially in transportation, cafeteria, security, custodial, and maintenance.
- Barriers include lack of communication, lack of cohesiveness, motivation, egos involved, and power struggles.
- The barriers [that] prevent administration from being more effective, other than funding, would be lack of professionalism.
- There is nothing that prevents central office from being more effective.
- The barriers to prevent administration from being more effective are not knowing what is needed in each school! Not knowing its people (teachers, custodians, any personal other than their people in their own building.) Not in touch with the needs of the students/families or teachers.
- For special education, the director truly has children in mind when making all decisions involving special education and regular students.
- Transportation is very flexible and easy to work with. And technology has improved on our campus with new computers.
- Strength of support staff. Cafeteria staff is doing their best; maintenance staff does their best; they all do their best.
- Technology, cafeteria, security facilities, transportation, community involvement, and custodial maintenance really are wonderful. Buildings are kept clean. These people are worked very hard.
- Transportation – no problems with transportation.
- Technology – We’re all on-line and it’s easy to communicate with anyone in the district.
- Bus transportation is strong. Custodial & Maintenance—good but shorthanded. Computers/Technology—getting even stronger.
- For technology, response times for work orders or support is awful. Special education is often forgotten or treated differently.
- Food Service – the portions are very small. Food does not taste good.
- Maintenance – It takes a long time to get things fixed.
- The weakness is the person that is supervising [the departments, who] needs training and education on how to treat people.
- Transportation – lack of tutorial and field trips.
- Cafeteria – cold food, [good] nutritional content but taste is lacking.
- Security – not enough to secure campuses.
- Community Involvement – since parent liaisons [program] has been cut, community involvement has diminished.
- Technology – a decrease in technology. Computers in schools are old and programs are old. Some classes only have computers with no programs to enhance teaching.
- No community involvement. Cafeteria is worst thing we have ever had—food, lines, and only 30 minutes for lunch.

- Technology – not very good because whenever we need the writing labs, it is taken most of the time. Not enough for a growing district.
  - Technology – We need more computers in the classrooms, in school media (channel 1 as an example). Food is not the best tasting food you could eat.
  - Food service is bad. Pizza and chips is not a balanced meal. Our children are always hungry. Lines are too long. If student doesn't have a lunch card they are put at the back of the line. Sometimes the food is bad (milk, juice, fruit). Building – flooding, air and heater not working. TVs not working. Broken printers.
  - Materials/Supplies are outdated. Facility is not appropriate for the type of unit that I teach. Playground is not accessible by the disabled. Support and direction for new teachers is not there. Support from janitors is inconsistent.
  - Technology is very current but it takes a long time to get things installed.
  - For purchasing, once a [purchasing order] has been filled out, it takes a long time to actually receive anything. There needs to be less paperwork.
  - Administrators should be aware of what materials/supplies are present in special programs.
  - More thought to the type of unit [special education] should be given, before placing them in a room, to whether the program will need a bathroom, kitchen, etc.
  - Create sidewalks that easily access playgrounds.
  - Mentors or instructional specialists are needed in special education to support new and old teachers.
  - Better communication would solve many problems. There needs to be fewer channels in which a person needs to go through.
  - How to improve lack of training of the supervisors? They need to go to training and they need to be checked on.
  - Budget is not handled well on our campus. We always seem to “not have money.” Teachers are made to “tutor” without pay during after school conference. Some students are not offered tutoring during summer due to “lack” of funds. An improvement- have the Finance Department oversee disbursement and use of “monies”;
- make sure school principals are using these funds for “needed” supplies, etc.
- Large classes (too many students). When we order [supplies], we don't get items fast enough. I had to fight to get a room inside the building this year, after five years in a portable. An improvement would be to hire more teachers and motivate teachers.
  - All the materials I have needed have been provided to me. Our leveled reading library is awesome. Maintenance sometimes takes too long to do things such as install a new light bulb in the teacher's bathroom. Somebody should just take the order and fix it.
  - Fix things as they are reported. Not years later. All children should eat free and have seconds if needed. Ask teachers what is needed before building is built.
  - Putting so much emphasis on the TAKS test prevents me from working more closely with regular education teachers to do inclusive practices that will benefit my students and theirs.
  - Some points in IDA and ATP contradict each other. NCLB (No two students are the same). Food (nutrition) on campus in cafeteria. Not serving enough food to the kids. Kids are still hungry after lunch.
  - The district needs to use HB 1440 [legislative laws] on “No Child Left Behind”; NCLB is a burden on the district and teacher, especially when funds are not provided to run such a legislative law.
  - TAKS – this has prohibited our “enjoyment of teaching.” This big burden, which does not teach “higher education,” causes teachers to teach to the test instead of teaching higher education order thinking skills.
  - It is hard to work with too many special education students in a classroom. Inclusion does affect a teacher's method of teaching.
  - Excessive testing, especially in the lower grades where children are supposed to have fun as they learn. I find many of my students nervous and anxious to take an exam that will determine whether they advance to the next grade level or not.
  - Discipline. Removing students. Fund or remove TAKS. No funding for students that are not going to college. Vocational needs.
  - Term limits.

# **ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS**

## **CLINT INDEPENDENT SCHOOL DISTRICT MANAGEMENT AND PERFORMANCE REVIEW**

Total Number of Respondents = 45

### **PART A: DEMOGRAPHIC DATA**

<b>STATEMENT</b>	<b>MALE</b>	<b>FEMALE</b>
1. Gender	44%	56%

<b>STATEMENT</b>	<b>ANGLO</b>	<b>AFRICAN AMERICAN</b>	<b>HISPANIC</b>	<b>ASIAN</b>	<b>NO RESPONSE</b>
2. Ethnicity	20%	–	73%	–	7%

<b>STATEMENT</b>	<b>1–5 YEARS</b>	<b>6–10 YEARS</b>	<b>11–15 YEARS</b>	<b>16–20 YEARS</b>	<b>20+ YEARS</b>
3. Length of employment with Clint ISD.	44%	22%	18%	7%	9%

<b>STATEMENT</b>	<b>ADMINISTRATOR</b>	<b>CLERICAL STAFFER</b>	<b>SUPPORT STAFFER</b>	<b>NO RESPONSE</b>
4. Are you a(n):	29%	16%	53%	2%

<b>STATEMENT</b>	<b>1–5 YEARS</b>	<b>6–10 YEARS</b>	<b>11–15 YEARS</b>	<b>16–20 YEARS</b>	<b>20+ YEARS</b>
5. Length of employment in this capacity.	58%	18%	15%	7%	2%

### **PART B: SURVEY QUESTIONS**

#### **A. DISTRICT ORGANIZATION AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
1. The school board allows sufficient time for public input at meetings.	24%	49%	16%	9%	2%
2. School board members listen to the opinions and desires of others.	18%	47%	15%	18%	2%
3. The superintendent is a respected and effective instructional leader.	40%	34%	22%	4%	–
4. The superintendent is a respected and effective business manager.	42%	33%	16%	9%	–
5. Central administration is efficient.	18%	64%	7%	9%	2%
6. Central administration supports the educational process.	29%	51%	16%	4%	–
7. The morale of central administration staff is good.	9%	51%	18%	13%	9%

#### **B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
8. Education is the main priority in our school district.	44%	38%	9%	7%	2%
9. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	18%	42%	40%	–	–
10. The needs of the college-bound student are being met.	7%	47%	31%	9%	6%
11. The needs of the work-bound student are being met.	7%	49%	33%	9%	2%
12. The district has effective educational programs for the following:					
a. Reading	18%	56%	24%	2%	–
b. Writing	16%	58%	24%	–	2%
c. Mathematics	11%	60%	25%	2%	2%
d. Science	9%	60%	25%	4%	2%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT  
(CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
e. English or Language Arts	11%	60%	25%	–	4%
f. Computer Instruction	16%	51%	27%	4%	2%
g. Social Studies (history or geography)	11%	62%	25%	–	2%
h. Fine Arts	11%	58%	25%	4%	2%
i. Physical Education	13%	60%	25%	2%	–
j. Business Education	9%	53%	31%	7%	–
k. Vocational (Career and Technology) Education	9%	56%	22%	9%	4%
l. Foreign Language	4%	58%	29%	9%	–
13. The district has effective special programs for the following:					
a. Library Service	9%	55%	27%	9%	–
b. Honors/Gifted and Talented Education	7%	58%	24%	9%	2%
c. Special Education	18%	58%	20%	4%	–
d. Head Start and Even Start programs	13%	49%	36%	–	2%
e. Dyslexia program	7%	38%	51%	2%	2%
f. Student mentoring program	7%	44%	38%	9%	2%
g. Advanced placement program	11%	40%	40%	9%	–
h. Literacy program	13%	42%	38%	5%	2%
i. Programs for students at risk of dropping out of school	16%	40%	31%	9%	4%
j. Summer school program	27%	40%	24%	7%	2%
k. Alternative education programs	18%	51%	22%	9%	–
l. "English as a second language" program	13%	60%	22%	5%	–
m. Career counseling program	7%	47%	31%	15%	–
n. College counseling program	7%	38%	35%	18%	2%
o. Counseling the parents of students	11%	33%	36%	16%	4%
p. Drop out prevention program	9%	38%	40%	11%	2%
14. Parents are immediately notified if a child is absent from school.	13%	42%	29%	11%	5%
15. Teacher turnover is low.	11%	40%	22%	27%	–
16. Highly qualified teachers fill job openings.	13%	34%	22%	22%	9%
17. Teacher openings are filled quickly.	13%	42%	20%	20%	5%
18. Teachers are rewarded for superior performance	7%	42%	33%	16%	2%
19. Teachers are counseled about less than satisfactory performance	9%	33%	53%	5%	–
20. All schools have equal access to educational materials, such as computers, television monitors, science labs, and art classes.	18%	49%	22%	7%	4%
21. The student-teacher ratio is reasonable.	13%	47%	27%	11%	2%
22. Students have access, when needed, to a school nurse.	22%	56%	16%	6%	–
23. Classrooms are seldom left unattended.	13%	40%	36%	9%	2%

**C. PERSONNEL MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
24. District salaries are competitive with similar positions in the job market.	18%	44%	4%	18%	16%
25. The district has a good and timely program for orienting new employees.	25%	42%	4%	18%	11%
26. Temporary workers are rarely used.	9%	49%	27%	13%	2%
27. The district successfully projects future staffing needs.	15%	49%	9%	20%	7%
28. The district has an effective employee recruitment program.	13%	47%	18%	18%	4%
29. The district operates an effective staff development program.	20%	38%	13%	22%	7%
30. District employees receive annual personnel evaluations.	36%	58%	2%	–	4%
31. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	16%	18%	20%	22%	24%
32. Employees who perform below the standard of expectation are counseled appropriately and timely.	9%	42%	18%	22%	9%
33. The district has a fair and timely grievance process.	11%	49%	22%	9%	9%
34. The district’s health insurance package meets my needs.	18%	35%	11%	18%	18%

**D. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
35. The district regularly communicates with parents.	16%	47%	20%	15%	2%
36. The local television and radio stations regularly report school news and menus.	11%	44%	20%	20%	5%
37. Schools have plenty of volunteers to help student and school programs.	7%	38%	33%	20%	2%
38. District facilities are open for community use.	9%	42%	24%	16%	9%

**E. FACILITIES USE AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
39. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	11%	44%	18%	25%	2%
40. The architect and construction managers are selected objectively and impersonally.	13%	25%	53%	7%	2%
41. Schools are clean.	18%	73%	–	7%	2%
42. Buildings are properly maintained in a timely manner.	20%	56%	4%	18%	2%
43. Repairs are made in a timely manner.	16%	53%	9%	18%	4%
44. Emergency maintenance is handled promptly.	20%	49%	13%	18%	–

**F. FINANCIAL MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
45. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	20%	33%	38%	9%	–
46. Campus administrators are well trained in fiscal management techniques.	7%	33%	38%	22%	–
47. The district’s financial reports are easy to understand and read.	11%	29%	36%	22%	2%
48. Financial reports are made available to community members when asked.	7%	29%	53%	11%	–

**G. PURCHASING AND WAREHOUSING**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
49. Purchasing gets me what I need when I need it.	9%	49%	13%	22%	7%
50. Purchasing acquires the highest quality materials and equipment at the lowest cost.	13%	40%	27%	13%	7%
51. Purchasing processes are not cumbersome for the requestor.	9%	31%	33%	27%	–
52. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	6%	38%	38%	18%	–
53. Students are issued textbooks in a timely manner.	9%	40%	47%	4%	–
54. Textbooks are in good shape.	11%	42%	40%	2%	5%
55. The school library meets students’ needs for books and other resources for students.	13%	38%	36%	11%	2%

**H. SAFETY AND SECURITY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
56. Gangs are not a problem in this district.	2%	42%	18%	33%	5%
57. Drugs are not a problem in this district.	2%	40%	18%	36%	4%
58. Vandalism is not a problem in this district.	2%	42%	11%	38%	7%
59. Security personnel have a good working relationship with principals and teachers.	9%	49%	24%	13%	5%
60. Security personnel are respected and liked by the students they serve.	4%	45%	29%	20%	2%
61. A good working arrangement exists between the local law enforcement and the district.	18%	44%	25%	13%	–
62. Students receive fair and equitable discipline for misconduct.	11%	44%	22%	18%	5%

**I. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
63. Students regularly use computers.	22%	51%	20%	7%	–
64. Students have regular access to computer equipment and software in the classroom.	20%	47%	22%	11%	–
65. Teachers know how to use computers in the classroom.	9%	58%	20%	11%	2%
66. Computers are new enough to be useful for student instruction.	11%	60%	22%	7%	–
67. The district meets students’ needs in computer fundamentals.	9%	56%	27%	6%	2%
68. The district meets students’ needs in advanced computer skills.	7%	47%	35%	9%	2%
69. Teachers and students have easy access to the Internet.	9%	56%	29%	4%	2%

**J. COMMENTS**

<b>COMMENTS PROVIDED</b>	<b>NO COMMENTS PROVIDED</b>
42%	58%



# **PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS**

## **CLINT INDEPENDENT SCHOOL DISTRICT MANAGEMENT AND PERFORMANCE REVIEW**

Total Number of Respondents = 18

### **PART A: DEMOGRAPHIC DATA**

<b>STATEMENT</b>	<b>MALE</b>	<b>FEMALE</b>	<b>NO RESPONSE</b>
1. Gender	50%	39%	11%

<b>STATEMENT</b>	<b>ANGLO</b>	<b>AFRICAN AMERICAN</b>	<b>HISPANIC</b>	<b>ASIAN</b>	<b>NO RESPONSE</b>
2. Ethnicity	22%	5%	56%	0	17%

<b>STATEMENT</b>	<b>1-5 YEARS</b>	<b>6-10 YEARS</b>	<b>11-15 YEARS</b>	<b>16-20 YEARS</b>	<b>20+ YEARS</b>
3. Length of employment with Clint ISD.	33%	39%	6%	22%	0

<b>STATEMENT</b>	<b>GRADE LEVEL</b>		<b>GRADE LEVEL</b>	
4. Grades being taught for the year 2004.	Pre-Kindergarten	39%	Sixth Grade	22%
	Kindergarten	39%	Seventh Grade	22%
	First Grade	39%	Eighth Grade	22%
	Second Grade	39%	Ninth Grade	28%
	Third Grade	44%	Tenth Grade	28%
	Fourth Grade	44%	Eleventh Grade	28%
	Fifth Grade	44%	Twelfth Grade	17%

### **PART B: SURVEY QUESTIONS**

#### **A. DISTRICT ORGANIZATION AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
1. The school board allows sufficient time for public input at meetings.	55%	39%	6%	-	-
2. School board members listen to the opinions and desires of others.	39%	56%	-	5%	-
3. The superintendent is a respected and effective instructional leader.	11%	50%	6%	22%	11%
4. School board members understand their role as policymakers and stay out of the day-to-day management of the district.	72%	28%	-	-	-
5. The superintendent is a respected and effective business manager.	94%	6%	-	-	-
6. Central administration is efficient.	33%	50%	6%	11%	-
7. Central administration supports the educational process.	44%	44%	6%	6%	-

#### **B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
8. The morale of central administration staff is good.	22%	50%	22%	6%	-
9. Education is the main priority in our school district.	67%	28%	-	5%	-
10. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	39%	50%	-	11%	-
11. The needs of the college-bound student are being met.	6%	67%	22%	5%	-
12. The needs of the work-bound student are being met.	-	61%	33%	6%	-

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT  
(CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
13. The district provides curriculum guides for all grades and subjects.	34%	33%	11%	22%	–
14. The curriculum guides are appropriately aligned and coordinated.	28%	33%	17%	22%	–
15. The district's curriculum guides clearly outline what to teach and how to teach it.	17%	50%	5%	28%	–
16. The district has effective educational programs for the following:					
a. Reading	39%	56%	–	5%	–
b. Writing	28%	67%	–	5%	–
c. Mathematics	39%	50%	–	11%	–
d. Science	11%	67%	11%	11%	–
e. English or Language Arts	28%	61%	6%	5%	–
f. Computer Instruction	17%	67%	11%	5%	–
g. Social Studies (history or geography)	11%	67%	11%	11%	–
h. Fine Arts	–	39%	22%	39%	–
i. Physical Education	22%	45%	22%	11%	–
j. Business Education	5%	28%	67%	–	–
k. Vocational (Career and Technology) Education	11%	17%	67%	5%	–
l. Foreign Language	5%	39%	56%	–	–
17. The district has effective special programs for the following:					
a. Library Service	44%	39%	11%	6%	–
b. Honors/Gifted and Talented Education	11%	67%	11%	11%	–
c. Special Education	44%	56%	–	–	–
d. Head Start and Even Start programs	28%	33%	39%	–	–
e. Dyslexia program	6%	33%	33%	22%	6%
f. Student mentoring program	5%	28%	39%	28%	–
g. Advanced placement program	17%	28%	44%	11%	–
h. Literacy program	28%	50%	17%	5%	–
i. Programs for students at risk of dropping out of school	6%	39%	44%	11%	–
j. Summer school programs	5%	78%	6%	11%	–
k. Alternative education programs	6%	50%	39%	5%	–
l. "English as a second language" program	–	56%	22%	22%	–
m. Career counseling program	11%	50%	33%	6%	–
n. College counseling program	11%	28%	50%	11%	–
o. Counseling the parents of students	17%	39%	33%	11%	–
p. Drop out prevention program	11%	22%	50%	17%	–
18. Parents are immediately notified if a child is absent from school.	33%	39%	–	22%	6%
19. Teacher turnover is low	33%	39%	17%	11%	–
20. Highly qualified teachers fill job openings.	33%	61%	–	6%	–
21. Teachers are rewarded for superior performance.	17%	44%	11%	22%	6%
22. Teachers are counseled about less than satisfactory performance.	33%	61%	6%	–	–
23. All schools have equal access to educational materials, such as computers, television monitors, science labs, and art classes.	22%	39%	17%	22%	–
24. Students have access, when needed, to a school nurse.	56%	44%	–	–	–
25. Classrooms are seldom left unattended.	45%	44%	–	11%	–

**C. PERSONNEL MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
26. District salaries are competitive with similar positions in the job market.	61%	33%	–	6%	–
27. The district has a good and timely program for orienting new employees.	56%	39%	–	5%	–
28. Temporary workers are rarely used.	28%	44%	6%	22%	–
29. The district successfully projects future staffing needs.	28%	56%	5%	11%	–
30. The district has an effective employee recruitment program.	44%	39%	6%	11%	–
31. The district operates an effective staff development program.	39%	50%	–	11%	–
32. District employees receive annual personnel evaluations.	72%	28%	–	–	–
33. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	22%	33%	17%	28%	–
34. Employees who perform below the standard of expectation are counseled appropriately and timely.	28%	67%	–	5%	–
35. The district has a fair and timely grievance process.	39%	50%	–	–	–
36. The district’s health insurance package meets my needs.	33%	45%	11%	11%	–

**D. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
37. The district regularly communicates with parents.	50%	39%	6%	5%	–
38. Schools have plenty of volunteers to help student and school programs.	39%	28%	5%	28%	–
39. District facilities are open for community use.	50%	39%	11%	–	–

**E. FACILITIES USE AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
40. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	28%	33%	28%	11%	–
41. Schools are clean.	39%	61%	–	–	–
42. Buildings are properly maintained in a timely manner.	22%	61%	6%	11%	–
43. Repairs are made in a timely manner.	17%	72%	–	11%	–
44. Emergency maintenance is handled promptly.	45%	44%	–	11%	–

**F. FINANCIAL MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
45. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	39%	56%	–	5%	–
46. Campus administrators are well trained in fiscal management techniques.	34%	33%	11%	22%	–
47. Financial reports are allocated fairly and equitably at my school.	33%	56%	6%	5%	–

**G. PURCHASING AND WAREHOUSING**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
48. Purchasing gets me what I need when I need it.	39%	50%	–	11%	–
49. Purchasing acquires high quality materials and equipment at the lowest cost.	44%	33%	17%	6%	–
50. Purchasing processes are not cumbersome for the requestor.	33%	39%	11%	17%	–
51. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	22%	56%	5%	17%	–
52. Students are issued textbooks in a timely manner.	28%	61%	6%	5%	–
53. Textbooks are in good shape.	17%	83%	–	–	–
54. The school library meets students’ needs for books and other resources.	33%	61%	–	6%	–

**H. FOOD SERVICES**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
55. The cafeteria’s food looks and tastes good.	39%	39%	–	22%	–
56. Food is served warm.	39%	56%	–	5%	–
57. Students have enough time to eat.	39%	56%	–	5%	–
58. Students eat lunch at the appropriate time of day.	33%	67%	–	–	–
59. Students wait in food lines no longer than 10 minutes	22%	50%	–	28%	–
60. Discipline and order are maintained in the school cafeteria.	67%	33%	–	–	–
61. Cafeteria staff is helpful and friendly.	33%	67%	–	–	–
62. Cafeteria facilities are sanitary and neat.	61%	39%	–	–	–

**I. TRANSPORTATION**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
63. The drop-off zone at the school is safe.	39%	44%	–	17%	–
64. The district has a simple method to request buses for special events.	61%	39%	–	–	–
65. Buses arrive and leave on time.	67%	33%	–	–	–
66. Adding or modifying a route for a student is easy to accomplish.	50%	50%	–	–	–

**J. SAFETY AND SECURITY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
67. Students feel safe and secure at school.	72%	28%	–	–	–
68. School disturbances are infrequent.	72%	28%	–	–	–
69. Gangs are not a problem in this district.	28%	33%	17%	22%	–
70. Drugs are not a problem in this district.	22%	39%	22%	17%	–
71. Vandalism is not a problem in this district.	28%	50%	5%	17%	–
72. Security personnel have a good working relationship with principals and teachers.	56%	44%	–	–	–
73. Security personnel are respected and liked by the students they serve.	44%	28%	28%	–	–
74. A good working arrangement exists between the local law enforcement and the district.	61%	39%	–	–	–
75. Students receive fair and equitable discipline for misconduct.	67%	33%	–	–	–
76. Safety hazards do not exist on school grounds.	39%	56%	–	5%	–

**K. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
77. Students regularly use computers.	61%	39%	–	–	–
78. Students have regular access to computer equipment and software in the classroom.	44%	44%	6%	6%	–
79. Computers are new enough to be useful for student instruction.	44%	50%	6%	–	–
80. The district meets students' needs in computer fundamentals.	50%	50%	–	–	–
81. The district meets student needs in advanced computer skills.	22%	45%	22%	11%	–
82. Teachers know how to use computers in the classroom.	22%	72%	–	6%	–
83. Teachers and students have easy access to the Internet.	56%	44%	–	–	–



# **TEACHER SURVEY RESULTS**

## **CLINT INDEPENDENT SCHOOL DISTRICT MANAGEMENT AND PERFORMANCE REVIEW**

Total Number of Respondents = 266

### **PART A: DEMOGRAPHIC DATA**

<b>STATEMENT</b>	<b>MALE</b>	<b>FEMALE</b>	<b>NO RESPONSE</b>
1. Gender	26%	69%	5%

<b>STATEMENT</b>	<b>ANGLO</b>	<b>AFRICAN AMERICAN</b>	<b>HISPANIC</b>	<b>ASIAN</b>	<b>NO RESPONSE</b>
2. Ethnicity	24%	1%	64%	0%	11%

<b>STATEMENT</b>	<b>1-5 YEARS</b>	<b>6-10 YEARS</b>	<b>11-15 YEARS</b>	<b>16-20 YEARS</b>	<b>20+ YEARS</b>
3. Length of employment with Clint ISD.	40%	25%	23%	7%	5%

<b>STATEMENT</b>	<b>GRADE LEVEL</b>		<b>GRADE LEVEL</b>	
4. Grades being taught for the year 2004.	Pre-Kindergarten	9%	Sixth Grade	9%
	Kindergarten	18%	Seventh Grade	11%
	First Grade	17%	Eighth Grade	13%
	Second Grade	18%	Ninth Grade	18%
	Third Grade	18%	Tenth Grade	20%
	Fourth Grade	15%	Eleventh Grade	18%
	Fifth Grade	14%	Twelfth Grade	13%

### **PART B: SURVEY QUESTIONS**

#### **A. DISTRICT ORGANIZATION AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
1. The school board allows sufficient time for public input at meetings.	7%	42%	44%	6%	1%
2. School board members listen to the opinions and desires of others.	9%	37%	42%	10%	2%
3. School board members work well with the superintendent.	8%	45%	44%	3%	-
4. The school board has a good image in the community.	10%	53%	27%	9%	1%
5. The superintendent is a respected and effective instructional leader.	28%	48%	16%	7%	1%
6. The superintendent is a respected and effective business manager.	40%	44%	14%	1%	1%
7. Central administration is efficient.	11%	57%	17%	13%	2%
8. Central administration supports the educational process.	18%	58%	13%	10%	1%

#### **B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
9. The morale of central administration staff is good.	10%	47%	39%	4%	-
10. Education is the main priority in our school district.	30%	53%	6%	9%	2%
11. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	8%	46%	15%	24%	7%
12. The needs of the college-bound student are being met.	7%	34%	34%	20%	5%
13. The needs of the work-bound student are being met.	6%	39%	37%	13%	5%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT  
(CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
14. The district provides curriculum guides for all grades and subjects.	11%	55%	12%	18%	4%
15. The curriculum guides are appropriately aligned and coordinated.	7%	49%	22%	18%	4%
16. The district's curriculum guides clearly outline what to teach and how to teach it.	6%	44%	24%	21%	5%
17. The district has effective educational programs for the following:					
a. Reading	13%	60%	9%	15%	3%
b. Writing	10%	60%	13%	14%	3%
c. Mathematics	12%	49%	14%	18%	7%
d. Science	7%	46%	21%	23%	3%
e. English or Language Arts	9%	56%	17%	14%	4%
f. Computer Instruction	7%	54%	17%	17%	5%
g. Social Studies (history or geography)	4%	56%	22%	16%	2%
h. Fine Arts	4%	38%	21%	23%	14%
i. Physical Education	11%	63%	15%	9%	2%
j. Business Education	1%	26%	66%	6%	1%
k. Vocational (Career and Technology) Education	1%	22%	61%	11%	5%
l. Foreign Language	2%	21%	56%	15%	6%
18. The district has effective special programs for the following:					
a. Library Service	11%	50%	20%	18%	1%
b. Honors/Gifted and Talented Education	5%	54%	15%	20%	6%
c. Special Education	15%	60%	16%	8%	1%
d. Head Start and Even Start programs	7%	38%	53%	1%	1%
e. Dyslexia program	1%	20%	59%	16%	4%
f. Student mentoring program	3%	28%	50%	17%	2%
g. Advanced placement program	2%	29%	56%	10%	3%
h. Literacy program	8%	43%	33%	13%	3%
i. Programs for students at risk of dropping out of school	2%	26%	58%	11%	3%
j. Summer school programs	6%	55%	23%	13%	3%
k. Alternative education programs	1%	38%	50%	9%	2%
l. "English as a second language" program	6%	44%	24%	20%	6%
m. Career counseling program	3%	26%	58%	11%	2%
n. College counseling program	2%	20%	64%	12%	2%
o. Counseling the parents of students	3%	32%	46%	15%	4%
p. Drop out prevention program	1%	19%	67%	10%	3%
19. Parents are immediately notified if a child is absent from school.	9%	37%	34%	17%	3%
20. Teacher turnover is low	2%	35%	27%	24%	12%
21. Highly qualified teachers fill job openings.	9%	47%	21%	18%	5%
22. Teacher openings are filled quickly.	4%	55%	23%	16%	2%
23. Teachers are rewarded for superior performance.	3%	23%	23%	39%	12%
24. Teachers are counseled about less than satisfactory performance.	4%	44%	38%	11%	3%
25. Teachers are knowledgeable in the subject areas they teach.	12%	70%	13%	4%	1%
26. All schools have equal access to educational materials, such as computers, television monitors, science labs, and art classes.	5%	30%	17%	36%	12%
27. The students-to-teacher ratio is reasonable.	6%	47%	6%	29%	12%
28. Classrooms are seldom left unattended.	21%	60%	10%	6%	3%

**C. PERSONNEL MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
29. District salaries are competitive with similar positions in the job market.	14%	64%	8%	10%	4%
30. The district has a good and timely program for orienting new employees.	10%	62%	20%	6%	2%
31. Temporary workers are rarely used.	2%	38%	45%	13%	2%
32. The district successfully projects future staffing needs.	4%	43%	33%	17%	3%
33. The district has an effective employee recruitment program.	4%	41%	42%	11%	2%
34. The district operates an effective staff development program.	6%	57%	16%	19%	2%
35. District employees receive annual personnel evaluations.	23%	68%	7%	1%	1%
36. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	4%	30%	32%	27%	7%
37. Employees who perform below the standard of expectation are counseled appropriately and timely.	4%	38%	43%	12%	3%
38. The district has a fair and timely grievance process.	3%	37%	52%	5%	3%
39. The district's health insurance package meets my needs.	8%	44%	11%	22%	15%

**D. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
40. The district regularly communicates with parents.	8%	66%	17%	7%	2%
41. The local television and radio stations regularly report school news and menus.	3%	34%	20%	34%	9%
42. Schools have plenty of volunteers to help student and school programs.	4%	39%	21%	28%	8%
43. District facilities are open for community use.	6%	50%	31%	11%	2%

**E. FACILITIES USE AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
44. The district plans facilities far enough in the future to support enrollment growth.	3%	35%	27%	26%	9%
45. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	1%	30%	42%	21%	6%
46. The architect and construction managers are selected objectively and impersonally.	1%	14%	78%	5%	2%
47. The quality of new construction is excellent.	5%	37%	33%	20%	5%
48. Schools are clean.	23%	64%	7%	5%	1%
49. Buildings are properly maintained in a timely manner.	12%	63%	13%	11%	1%
50. Repairs are made in a timely manner.	6%	50%	13%	26%	5%
51. Emergency maintenance is handled promptly.	8%	52%	29%	9%	2%

**F. FINANCIAL MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
52. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	7%	49%	26%	15%	3%
53. Campus administrators are well trained in fiscal management techniques.	10%	45%	36%	6%	3%
54. Financial reports are allocated fairly and equitably at my school.	8%	41%	38%	9%	4%

**G. PURCHASING AND WAREHOUSING**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
55. Purchasing gets me what I need when I need it.	4%	45%	24%	22%	5%
56. Purchasing acquires the highest quality materials and equipment at the lowest cost.	4%	41%	42%	9%	4%
57. Purchasing processes are not cumbersome for the requestor.	2%	42%	31%	19%	6%
58. Vendors are selected competitively.	1%	33%	53%	9%	4%
59. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	3%	42%	22%	25%	8%
60. Students are issued textbooks in a timely manner.	5%	42%	19%	25%	9%
61. Textbooks are in good shape.	5%	65%	19%	9%	2%
62. The school library meets students' needs for books and other resources.	12%	57%	11%	15%	5%

**H. FOOD SERVICES**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
63. The cafeteria's food looks and tastes good.	4%	37%	16%	29%	14%
64. Food is served warm.	7%	58%	18%	14%	3%
65. Students eat lunch at the appropriate time of day.	10%	74%	9%	5%	2%
66. Students wait in food lines no longer than 10 minutes	9%	47%	14%	21%	9%
67. Discipline and order are maintained in the school cafeteria.	13%	68%	10%	6%	3%
68. Cafeteria staff is helpful and friendly.	15%	52%	16%	13%	4%
69. Cafeteria facilities are sanitary and neat.	17%	71%	10%	2%	—

**I. SAFETY AND SECURITY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
70. School disturbances are infrequent.	15%	65%	9%	9%	2%
71. Gangs are not a problem in this district.	6%	28%	33%	23%	10%
72. Drugs are not a problem in this district.	3%	23%	39%	25%	10%
73. Vandalism is not a problem in this district.	2%	34%	33%	24%	7%
74. Security personnel have a good working relationship with principals and teachers.	9%	53%	29%	7%	2%
75. Security personnel are respected and liked by the students they serve.	8%	46%	35%	9%	2%
76. A good working arrangement exists between the local law enforcement and the district.	15%	61%	21%	2%	1%
77. Students receive fair and equitable discipline for misconduct.	9%	49%	16%	17%	9%
78. Safety hazards do not exist on school grounds.	5%	51%	25%	16%	3%

**J. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
79. Students regularly use computers.	11%	49%	10%	24%	6%
80. Students have regular access to computer equipment and software in the classroom.	4%	38%	13%	35%	10%
81. Teachers know how to use computers in the classroom.	9%	65%	14%	11%	1%
82. Computers are new enough to be useful for student instruction.	5%	57%	16%	14%	8%
83. The district meets students' needs in classes in computer fundamentals.	6%	50%	18%	20%	6%
84. The district meets student needs in classes in advanced computer skills.	4%	27%	39%	22%	8%
85. Teachers and students have easy access to the Internet.	15%	59%	11%	11%	4%



**PARENT SURVEY RESULTS**  
**CLINT INDEPENDENT SCHOOL DISTRICT**  
**MANAGEMENT AND PERFORMANCE REVIEW**

Total Number of Respondents = 90

**PART A: DEMOGRAPHIC DATA**

STATEMENT	MALE	FEMALE	NO RESPONSE
1. Gender	22%	77%	1%

STATEMENT	ANGLO	AFRICAN AMERICAN	HISPANIC	ASIAN	OTHER
2. Ethnicity	8%	0	56%	0	6%

STATEMENT	1-5 YEARS	6-10 YEARS	11-YEARS OR MORE	NO RESPONSE
3. How long have you lived in Clint ISD?	57%	18%	24%	1%

STATEMENT	GRADE LEVEL		GRADE LEVEL	
4. What grade level(s) does your child(ren) attend?	Pre-Kindergarten	13%	Sixth Grade	11%
	Kindergarten	19%	Seventh Grade	21%
	First Grade	24%	Eighth Grade	11%
	Second Grade	22%	Ninth Grade	11%
	Third Grade	27%	Tenth Grade	10%
	Fourth Grade	22%	Eleventh Grade	6%
	Fifth Grade	17%	Twelfth Grade	7%

**PART B: SURVEY QUESTIONS**

**A. DISTRICT ORGANIZATION AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
1. The school board allows sufficient time for public input at meetings.	20%	31%	37%	8%	4%
2. School board members listen to the opinions and desires of others.	14%	38%	37%	9%	2%
3. The superintendent is a respected and effective instructional leader.	25%	42%	28%	2%	3%
4. The superintendent is a respected and effective business manager.	21%	38%	36%	3%	2%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
5. The district provides a high quality of services.	23%	47%	15%	13%	2%
6. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	18%	41%	32%	9%	-
7. The needs of the college-bound student are being met.	13%	38%	30%	17%	2%
8. The needs of the work-bound student are being met.	11%	43%	38%	5%	3%
9. The district has effective educational programs for the following:					
a. Reading	28%	64%	6%	1%	1%
b. Writing	26%	66%	5%	3%	-
c. Mathematics	28%	63%	2%	6%	1%
d. Science	27%	65%	4%	4%	-
e. English or Language Arts	27%	65%	4%	3%	1%

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT  
(CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
f. Computer Instruction	22%	60%	12%	5%	1%
g. Social Studies (history or geography)	28%	61%	9%	2%	–
h. Fine Arts	23%	50%	17%	7%	3%
i. Physical Education	24%	59%	7%	9%	1%
j. Business Education	16%	32%	42%	7%	3%
k. Vocational (Career and Technology) Education	17%	31%	40%	8%	4%
l. Foreign Language	14%	30%	41%	7%	8%
10. The district has effective special programs for the following:					
a. Library Service	28%	59%	7%	3%	3%
b. Honors/Gifted and Talented Education	23%	45%	19%	11%	2%
c. Special Education	26%	51%	18%	4%	1%
d. Head Start and Even Start programs	24%	51%	21%	3%	1%
e. Dyslexia program	9%	22%	59%	9%	1%
f. Student mentoring program	10%	39%	41%	7%	3%
g. Advanced placement program	24%	39%	26%	6%	5%
h. Literacy program	19%	43%	31%	1%	6%
i. Programs for students at risk of dropping out of school	18%	30%	39%	8%	5%
j. Summer school programs	25%	52%	17%	3%	3%
k. Alternative education programs	17%	40%	39%	3%	1%
l. "English as a second language" program	22%	47%	20%	6%	5%
m. Career counseling program	22%	33%	34%	9%	2%
n. College counseling program	15%	38%	34%	9%	4%
o. Counseling the parents of students	22%	32%	31%	8%	7%
p. Drop out prevention program	17%	24%	48%	7%	4%
11. Parents are immediately notified if a child is absent from school.	33%	38%	6%	12%	11%
12. Teacher turnover is low.	33%	32%	36%	11%	4%
13. Highly qualified teachers fill job openings.	17%	33%	38%	9%	3%
14. A substitute teacher rarely teaches my child.	17%	35%	22%	24%	8%
15. Teachers are knowledgeable in the subject areas they teach.	11%	56%	11%	4%	1%
16. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	28%	43%	20%	7%	6%
17. Students have access, when needed, to a school nurse.	24%	53%	7%	–	4%
18. Classrooms are seldom left unattended.	36%	49%	17%	7%	1%
19. The district provides a high quality education.	26%	50%	10%	10%	2%
20. The district has a high quality of teachers.	28%	48%	17%	10%	–

**C. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
21. The district regularly communicates with parents.	25%	41%	13%	13%	8%
22. District facilities are open for community use.	19%	38%	29%	9%	5%
23. Schools have plenty of volunteers to help student and school programs.	20%	32%	24%	19%	5%

**D. FACILITIES USE AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
24. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	14%	27%	42%	12%	5%
25. Schools are clean.	43%	48%	2%	6%	1%
26. Buildings are properly maintained in a timely manner.	42%	43%	7%	7%	1%
27. Repairs are made in a timely manner.	35%	43%	13%	9%	–
28. The district uses very few portable buildings.	24%	42%	18%	8%	8%
29. Emergency maintenance is handled promptly.	35%	40%	22%	3%	–

**E. ASSET AND RISK MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
30. My property tax bill is reasonable for the educational services delivered.	16%	43%	23%	12%	6%
31. Board members and administrators do a good job explaining the use of tax dollars.	14%	32%	39%	10%	5%

**F. FINANCIAL MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
32. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	15%	22%	56%	7%	–
33. Campus administrators are well trained in fiscal management techniques.	11%	29%	52%	2%	2%
34. The district’s financial reports are easy to understand and read.	11%	29%	50%	8%	2%
35. Financial reports are made available to community members when asked.	11%	23%	57%	5%	4%

**G. PURCHASING AND WAREHOUSING**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
36. Students are issued textbooks in a timely manner.	34%	49%	10%	6%	1%
37. Textbooks are in good shape.	25%	58%	13%	3%	1%
38. The school library meets students’ needs for books and other resources for students.	34%	45%	13%	6%	2%

**H. FOOD SERVICES**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
39. My child regularly purchases his/her meal from the cafeteria.	25%	31%	13%	22%	9%
40. The school breakfast program is available to all children.	37%	48%	11%	4%	–
41. The cafeteria’s food looks and tastes good.	13%	29%	19%	25%	14%

**H. FOOD SERVICES (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
42. Food is served warm.	17%	51%	14%	9%	9%
43. Students have enough time to eat.	13%	36%	14%	18%	19%
44. Students eat lunch at the appropriate time of day.	20%	68%	5%	4%	3%
45. Students wait in food lines no longer than 10 minutes	11%	31%	19%	25%	14%
46. Discipline and order are maintained in the school cafeteria.	21%	49%	18%	8%	4%
47. Cafeteria staff is helpful and friendly.	15%	51%	17%	6%	11%
48. Cafeteria facilities are sanitary and neat.	26%	56%	14%	4%	–

**I. TRANSPORTATION**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
49. My child regularly rides the bus.	32%	19%	21%	10%	18%
50. The bus driver maintains discipline on the bus.	14%	37%	39%	7%	3%
51. The length of the student's bus ride is reasonable.	17%	32%	46%	3%	2%
52. The drop-off zone at the school is safe.	27%	40%	29%	2%	2%
53. The bus stop near my house is safe.	27%	37%	33%	2%	1%
54. The bus stop is within walking distance from our home.	24%	39%	32%	3%	2%
55. Buses arrive and depart on time.	18%	32%	39%	8%	3%
56. Buses arrive early enough for students to eat breakfast at school.	22%	27%	37%	9%	5%
57. Buses seldom break down.	20%	30%	46%	3%	1%
58. Buses are clean.	21%	34%	37%	6%	2%
59. Bus drivers allow students to sit down before taking off.	27%	28%	39%	3%	3%
60. The district has a simple method to request buses for special events.	20%	22%	55%	2%	1%

**J. SAFETY AND SECURITY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
61. Students feel safe and secure at school.	30%	53%	9%	5%	3%
62. School disturbances are infrequent.	24%	51%	13%	9%	3%
63. Gangs are not a problem in this district.	24%	32%	20%	17%	7%
64. Drugs are not a problem in this district.	19%	31%	28%	12%	10%
65. Vandalism is not a problem in this district.	21%	34%	22%	17%	6%
66. Security personnel have a good working relationship with principals and teachers.	24%	41%	30%	2%	3%
67. Security personnel are respected and liked by the students they serve.	22%	42%	30%	5%	1%
68. A good working arrangement exists between the local law enforcement and the district.	23%	48%	26%	2%	1%
69. Students receive fair and equitable discipline for misconduct.	19%	58%	15%	7%	1%
70. Safety hazards do not exist on school grounds.	18%	37%	24%	14%	7%

**K. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
71. Teachers know how to teach computer science and other technology-related courses.	21%	52%	22%	5%	–
72. Computers are new enough to be useful to teach students.	19%	55%	17%	9%	–
73. The district meets student needs in computer fundamentals.	16%	57%	19%	6%	2%
74. The district meets student needs in advanced computer skills.	18%	50%	23%	6%	3%
75. Students have easy access to the Internet.	13%	50%	25%	9%	3%

**L. COMMENTS**

<b>COMMENTS PROVIDED</b>	<b>NO COMMENTS PROVIDED</b>
59%	41%



# **STUDENT SURVEY RESULTS**

## **CLINT INDEPENDENT SCHOOL DISTRICT MANAGEMENT AND PERFORMANCE REVIEW**

Total Number of Respondents = 218

### **PART A: DEMOGRAPHIC DATA**

<b>STATEMENT</b>	<b>MALE</b>	<b>FEMALE</b>
1. Gender	36%	64%

<b>STATEMENT</b>	<b>ANGLO</b>	<b>AFRICAN AMERICAN</b>	<b>HISPANIC</b>	<b>ASIAN</b>	<b>OTHER</b>
2. Ethnicity	4%	0%	92%	1%	3%

<b>STATEMENT</b>	<b>JUNIOR</b>	<b>SENIOR</b>
3. What is your classification?	45%	55%

### **PART B: SURVEY QUESTIONS**

#### **A. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
1. The needs of the college-bound student are being met.	7%	55%	21%	16%	1%
2. The needs of the work-bound student are being met.	6%	43%	35%	14%	2%
3. The district has effective educational programs for the following:					
a. Reading	12%	63%	15%	9%	1%
b. Writing	16%	62%	12%	9%	1%
c. Mathematics	19%	61%	7%	11%	2%
d. Science	19%	67%	7%	6%	1%
e. English or Language Arts	19%	67%	8%	5%	1%
f. Computer Instruction	15%	67%	11%	6%	1%
g. Social Studies (history or geography)	23%	66%	7%	3%	1%
h. Fine Arts	16%	59%	13%	10%	2%
i. Physical Education	23%	58%	12%	6%	1%
j. Business Education	9%	35%	29%	21%	6%
k. Vocational (Career and Technology) Education	7%	36%	30%	20%	7%
l. Foreign Language	16%	53%	11%	13%	7%
4. The district has effective special programs for the following:					
a. Library Service	20%	57%	13%	8%	2%
b. Honors/Gifted and Talented Education	9%	55%	22%	11%	3%
c. Special Education	12%	57%	23%	5%	3%
d. Student mentoring program	11%	42%	29%	14%	4%
e. Advanced placement program	18%	57%	15%	9%	1%
f. Career counseling program	12%	42%	28%	13%	5%
g. College counseling program	14%	44%	26%	13%	3%
5. Students have access, when needed, to a school nurse..	22%	40%	17%	16%	5%
6. Classrooms are seldom left unattended.	11%	29%	29%	18%	13%
7. The district provides a high quality education.	6%	41%	27%	20%	6%
8. The district has a high quality of teachers.	11%	39%	28%	15%	7%

**B. FACILITIES USE AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
9. Schools are clean.	16%	54%	14%	11%	5%
10. Buildings are properly maintained in a timely manner.	14%	51%	21%	9%	5%
11. Repairs are made in a timely manner.	11%	32%	27%	23%	7%
12. Emergency maintenance is handled timely.	10%	45%	29%	11%	5%

**C. PURCHASING AND WAREHOUSING**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
13. There are enough textbooks in all my classes.	14%	38%	6%	30%	12%
14. Students are issued textbooks in a timely manner.	14%	45%	14%	17%	10%
15. Textbooks are in good shape.	8%	31%	17%	32%	12%
16. The school library meets students' needs for books and other resources.	21%	45%	18%	7%	9%

**D. FOOD SERVICES**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
17. The school breakfast program is available to all children.	13%	43%	11%	18%	15%
18. The cafeteria's food looks and tastes good.	1%	6%	12%	22%	59%
19. Food is served warm.	2%	26%	15%	23%	34%
20. Students have enough time to eat.	1%	5%	2%	15%	77%
21. Students eat lunch at the appropriate time of day.	7%	67%	9%	5%	12%
22. Students wait in food lines no longer than 10 minutes.	4%	6%	5%	17%	68%
23. Discipline and order are maintained in the schools cafeteria.	7%	50%	18%	9%	16%
24. Cafeteria staff is helpful and friendly.	13%	31%	17%	13%	26%
25. Cafeteria facilities are sanitary and neat.	11%	42%	27%	6%	14%

**E. TRANSPORTATION**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
26. I regularly ride the bus.	20%	27%	18%	12%	23%
27. The bus driver maintains discipline on the bus.	12%	33%	45%	6%	4%
28. The length of the student's bus ride is reasonable.	8%	33%	44%	7%	8%
29. The drop-off zone at the school is safe.	13%	39%	42%	2%	4%
30. The bus stop near my house is safe.	10%	36%	43%	4%	7%
31. The bus stop is within walking distance from our home.	13%	34%	45%	3%	5%
32. Buses arrive and depart on time.	5%	33%	45%	7%	10%
33. Buses arrive early enough for students to eat breakfast at school.	9%	28%	47%	11%	5%
34. Buses seldom break down.	9%	15%	57%	12%	7%
35. Buses are clean.	6%	34%	50%	6%	4%
36. Bus drivers allow students to sit down before taking off.	12%	32%	45%	7%	4%

**F. SAFETY AND SECURITY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
37. I feel safe and secure at school.	14%	56%	16%	7%	7%
38. School disturbances are infrequent.	13%	47%	23%	12%	5%
39. Gangs are not a problem in this district.	15%	34%	23%	17%	11%
40. Drugs are not a problem in this district.	8%	26%	26%	25%	15%
41. Vandalism is not a problem in this district.	6%	37%	26%	21%	10%

**F. SAFETY AND SECURITY (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
42. Security personnel have a good working relationship with principals and teachers.	19%	57%	17%	2%	5%
43. Security personnel are respected and liked by the students they serve.	15%	39%	18%	17%	11%
44. A good working arrangement exists between the local law enforcement and the district.	9%	47%	37%	5%	2%
45. Students receive fair and equitable discipline for misconduct.	11%	38%	18%	21%	12%
46. Safety hazards do not exist on school grounds.	9%	24%	41%	17%	9%

**G. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>
47. Students have regular access to computer equipment and software in the classroom.	8%	36%	6%	34%	16%
48. Teachers know how to use computers in the classroom.	12%	53%	19%	12%	4%
49. Computers are new enough to be useful for student instruction.	12%	47%	11%	21%	9%
50. The district offers enough classes in computer fundamentals.	5%	37%	21%	25%	12%
51. The district meets student needs in classes in advanced computer skills.	5%	35%	24%	24%	12%
52. Teachers and students have easy access to the Internet.	14%	44%	13%	17%	12%

**H. COMMENTS**

<b>COMMENTS PROVIDED</b>	<b>NO COMMENTS PROVIDED</b>
66%	34%

