

TRANSMITTAL LETTER

August 25, 2003

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

Fellow Texans:

I am pleased to present my performance review of the Kopperl Independent School District (KISD).

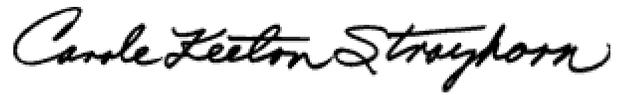
This review is intended to help KISD hold the line on costs, streamline operations, and improve services to ensure that more of every education dollar goes directly into the classroom with the teachers and students, where it belongs. To aid in this task, I contracted with McConnell Jones Lanier & Murphy LLP.

I have made a number of recommendations to improve KISD's efficiency. I also have highlighted a number of "best practices" in district operations-model programs and services provided by the district's administrators, teachers, and staff. This report outlines 24 detailed recommendations that could save KISD \$177,359 over the next five years, while reinvesting \$8,320 to improve educational services and other operations. Net savings are estimated to reach \$169,039 that the district can redirect to the classroom.

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

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

Sincerely,



Carole Keeton Strayhorn
Texas Comptroller

c: Senate Committee on Education
House Committee on Public Education
The Honorable Kip Averitt, CPA, State Senator, District 22
The Honorable Arlene Wohlgemuth, State Representative, District 58

EXECUTIVE SUMMARY

Executive Summary Overview

Summary of Costs and Savings by Recommendation

In May 2003, Texas Comptroller Carole Keeton Strayhorn began a review of the Kopperl Independent School District (KISD) in Bosque County. Based upon more than three months of work, this Texas School Performance Review (TSPR) report identifies KISD's exemplary programs and suggests concrete ways to improve district operations. If fully implemented, the Comptroller's 24 recommendations could result in net savings of \$169,039 over the next five years.

Improving the Texas School Performance Review

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

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

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

- Ensure students and teachers receive the support and resources necessary to succeed;
- Identify innovative ways to address the district's core management challenges;
- Ensure administrative duties are performed efficiently, without duplication, and in a way that fosters education;
- Develop strategies to ensure the district's processes and programs are continuously assessed and improved;
- Challenge any process, procedure, program or policy that impedes instruction and recommend ways to reduce or eliminate obstacles; and

- Put goods and services to the "Yellow Pages Test": government should do no job if a business in the Yellow Pages can do that job better and at a lower cost.

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

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

TSPR in KISD

On May 5, 2003, TSPR began conducting on-site work in KISD. The Comptroller contracted with McConnell Jones Lanier & Murphy LLP, a Houston-based consulting firm, to assist with the review. The review team interviewed district employees, school board members, parents, business leaders and community members. The team also conducted a public forum in the school's library on May 5, 2003 from 3:30 p.m. to 6 p.m.

To obtain additional comments, the review team conducted small focus group sessions with KISD teachers. To ensure that all stakeholder groups had input, TSPR sent surveys to the administration, teachers, support staff, parents and students. TSPR received 118 responses from: nine teachers; 10 administrative and support staff; 88 parents and 11 students. Details from the surveys and public forum appear in **Appendices A** through **E**.

The review team also consulted two Texas Education Agency (TEA) databases of comparative educational information, the Academic Excellence Indicator System (AEIS) and the Public Education Information Management System (PEIMS).

KISD selected peer districts for comparisons based on similarities in student enrollment, student performance and community characteristics along with student demographics. The selected peer districts included Blum, Chilton, Covington, Jonesboro and Morgan ISDs. TSPR also compared KISD to district averages in TEA's Regional Education Service Center XII (Region 12), to which KISD belongs, and the state as a whole.

During its three month review, TSPR developed 24 recommendations to improve operations and save taxpayers \$177,359 by 2007-08. Cumulative net savings from all recommendations (savings minus recommended investments or expenditures) would total \$169,039 by 2007-08.

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

Acknowledgments

The Comptroller's office wishes to express its appreciation to the KISD Board of Trustees and Superintendent Dr. Bill Like as well as district employees, parents and the community for their assistance and input during the review.

KISD in Profile

A small Bosque County rural school district, KISD is located in unincorporated Kopperl, which lies 60 miles south of Dallas. The first permanent settlers in Bosque County after the Native Americans were Norwegian and German immigrants who arrived in 1854. The single-campus district serves students in pre-kindergarten through grade 12 all in one school. In 2002-03, the district served 309 students: 91.6 percent Anglo, 7.8 percent Hispanic and 0.6 percent African American. More than 52 percent of the district's students are classified as economically disadvantaged, which is comparable to the state average of 51.9 percent. **Exhibit 1** details the demographic characteristics of KISD, peer districts and the state.

Exhibit 1
Demographic Characteristics of Students
KISD, Peer Districts and State
2002-03

District	Student Enrollment	African American	Hispanic	Anglo	Other	Economically Disadvantaged
Chilton	384	23.7%	43.8%	32.6%	0.0%	82.3%
Covington	343	0.3%	6.1%	93.0%	0.0%	41.1%
Blum	315	1.3%	7.9%	90.2%	0.6%	50.5%
KISD	309	0.6%	7.8%	91.6%	0.0%	52.8%
Jonesboro	188	1.6%	3.7%	94.1%	0.0%	40.4%
Morgan	159	3.1%	45.9%	50.9%	0.0%	88.1%
State	4,239,911	14.3%	42.7%	39.8%	3.2%	51.9%

Source: TEA, PEIMS, 2002-03.

The district's annual budget is approximately \$2.2 million for 2002-03. KISD budgeted \$6,760 per student in 2002-03 compared to the state average of \$6,317 in the same year.

For 2002-03, KISD's property value per student was \$203,479, which is higher than all peer districts but Morgan and the state average of \$239,436. KISD's tax rate is \$1.50 per \$100 value; \$1.48 for Maintenance and Operations and \$0.02 for Interest and Sinking (**Exhibit 2**).

Exhibit 2
Comparison of Property Value and Tax Rate
KISD, Peer Districts and State
2002-03

District	Certified Property Value	Property Value Per Student	Maintenance & Operations Tax Rate	Interest & Sinking Tax Rate
KISD	\$62,875,015	\$203,479	\$1.48	\$0.02
Blum	\$40,927,138	\$129,927	\$1.43	\$.21
Morgan	\$38,370,633	\$241,325	\$1.43	\$.00
Chilton	\$34,510,616	\$89,871	\$1.43	\$.00
Jonesboro	\$32,446,165	\$172,586	\$1.45	\$.00
Covington	\$28,344,791	\$82,638	\$1.48	\$.00
State	\$1,015,186,022,781	\$239,436	\$1.43	\$.10

Source: Comptroller's Office, 2002 Final Tax Rates.

In 2001-02, TEA rated KISD's single campus as *Academically Acceptable*, a rating it has maintained since 1996-97. With the exception of Blum ISD reading scores on the Texas Assessment of Academic Skills (TAAS), KISD and its peers scored below the state average in all tests taken as well as in the specific areas of reading, math, writing and social studies.

In the percentage of students passing all tests taken, KISD at 77.9 percent scored lower than Blum ISD with 83.1 percent and Covington ISD with 81.1 percent, but higher than the other peer districts. KISD and its peer districts scored below Region 12 and the state averages in the percentage of all students passing all tests taken in 2001-02 (**Exhibit 3**).

Exhibit 3
Percent of Students Passing TAAS, All Tests Taken (Grades 3-8 and 10)

**KISD, Peer Districts, Region 12 and State
1997-98 through 2001-02**

District	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Point Change 1997-98 to 2001-02
Blum	76.3%	64.1%	70.1%	69.1%	83.1%	8.9%
Covington	74.0%	77.0%	67.7%	69.6%	81.1%	9.6%
Jonesboro	77.9%	87.6%	83.3%	79.6%	72.0%	(7.6%)
Chilton	64.3%	57.5%	55.9%	59.3%	65.8%	2.3%
Morgan	52.2%	61.2%	56.9%	61.5%	75.0%	43.7%
KISD	78.6%	69.9%	70.2%	67.9%	77.9%	(0.9%)
Region 12	78.2%	79.9%	81.2%	82.5%	85.2%	9.0%
State	77.7%	78.3%	79.9%	82.1%	85.3%	9.8%

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

In 2002-03, the TAAS was replaced by the more rigorous Texas Assessment of Knowledge and Skills (TAKS). The first statewide administration of TAKS took place in spring 2003 and the results were released in June 2003. The district preliminary passing rate on all TAKS tests for grades 3 through 11 was 55 percent.

The Comptroller selected KISD for a review due to its 2000-01 low fund balance at 0 percent of total expenditures and poor academic student performance. KISD recovered from the deficit balance by conservatively estimating student enrollment; reducing staff through attrition; increasing the number of grants and monitoring expenditures. Because of these changes, the report's recommendations concentrate on ways the district can sustain and enhance the improvements over time.

Although KISD is a district with exemplary programs, enjoying strong support from area residents, the district faces the following challenges:

- Improving planning efforts;
- Strengthening management oversight; and
- Tightening financial controls.

Key Findings and Recommendations

Improve Planning Efforts

Develop a comprehensive and integrated planning process that links the strategic and Campus Improvement Plan to the budget. Because KISD has only one campus, it can adopt either a Campus Improvement Plan (CIP) or a District Improvement Plan (DIP). KISD's board and superintendent have adopted a CIP and have also created a strategic plan, which includes long-range strategic goals and objectives that are prepared separate from the CIP. Although the district has a formal budget process the budget is not tied to the CIP or strategic plan. By integrating the planning processes and aligning the strategic plan, the CIP and the budget, KISD can ensure that the district goals are consistent and priorities are fully funded.

Modify the Campus Improvement Plan to include measurable objectives directly tied to realistic and obtainable academic goals. The CIP does not provide adequate direction for improving student performance. The district has been unable to improve its *Academically Acceptable* TEA accountability rating since 1996-97. According to the CIP, "all students at Kopperl School will maintain or increase by 5 percent on all district and state assessments in 2003-04." However, it is unclear whether the 5 percent relates to an increase in the percent of students passing all tests taken on the TAKS or an improvement in the percent of correct answers. In addition, the strategies listed in the CIP do not specifically identified program weakness nor are there adequate evaluation measures. A well-developed CIP will give clear direction and ensure focus on improving student performance through realistic and obtainable academic goals.

Update the facilities master plan and tie it to the district's budget. While the district has a facilities master plan, the plan has not been updated since August 2001. The plan lacks target dates for the start or completion of projects. The plan calls for including a new high school and a track around the football field, but the superintendent said they are not needed at this time. Although KISD buildings need major repairs, the plan does not address building renovations. By updating the district's facilities master plan to reflect actual needs and tying it to the budget, the district can plan for needs, better maintain existing buildings and, ultimately, increase the useful life of all facilities.

Strengthen Management Oversight

Develop a standard operating personnel procedures manual. KISD does not have operating procedures that include step-by-step instruction for processing applications, posting vacant positions, recruitment, adding or reassigning staff, evaluations, transfers, payroll and records retention. By developing a standard operating personnel procedures manual, the district will protect itself from any liability associated with unfair hiring practices and provide instructions to staff for performing all human resource

functions should the superintendent leave the district or be unable to continue to carry out this function.

Modify job descriptions for the principal and other staff and incorporate specific performance and accountability measures into the principal's evaluation. The district uses the Texas Association of School Boards sample job descriptions and does not modify them for specific positions. For example, the role and responsibility of the principal is not clearly defined, making it difficult to hold the position accountable for assigned duties. Using sample job descriptions without modifying them for unique or specific district needs hinders efforts to perform job analysis or compare positions across classifications. By updating job descriptions, KISD can clarify job responsibilities and expectations and hold all employees accountable for assigned duties.

Tighten Financial Controls

Establish a general fund balance management policy and plan. The district operated with a deficit fund balance from 1997-98 through 2000-01. Contributing to the deficits were overestimated and unadjusted enrollment projections, which resulted in district repayments to TEA totaling more than \$920,000 from 1998-99 through 2001-02. The district also experienced major construction project overruns that KISD paid for using its fund balance and lax monitoring of expenditures. The district achieved a positive general fund balance in fiscal 2002 by conservatively estimating student enrollment; reducing staff through attrition; increasing the number of grants; and monitoring its expenditures. The district did not, however, institutionalize these procedures or implement other budgetary and financial controls. Establishing a general fund management policy and plan complete with budgetary and financial controls could ensure that KISD maintains an optimum fund balance.

Establish a system of internal controls to safeguard assets. The business manager performs all financial activities without a system of checks and balances. The business manager deposits district cash receipts, prepares bank reconciliations, and process purchasing receipts, vendor invoices and prints checks to vendors. In addition, the district keeps cash and blank check stock in an unlocked desk drawer and does not make daily deposits of cash receipts from cafeteria sales and other sources. Establishing a system of internal controls would mitigate KISD's susceptibility to loss, error and theft.

Implement an industry meals per labor hour standard and staff the cafeteria accordingly. KISD's Food Services has operated at a deficit since 1999-2000 and has been forced to transfer funds annually from the general fund to the Food Services budget to cover the losses. KISD's Food

Services payroll costs average 52 percent of its 2002-03 budget, significantly higher than the industry standard of 40 percent. KISD's meals per labor hour (MPLH) of 9.7 is below the industry standard of 13-15 MPLH. By adopting a MPLH standard and staffing the cafeteria accordingly, the Food Services operation could save more than \$8,000 per year and operate without a deficit.

Exemplary Programs and Practices

TSPR identified numerous "best practices" within KISD. Through commendations in each chapter, this report highlights model programs, operations and services provided by KISD administrators, teachers and staff. The Comptroller encourages other Texas school districts to examine these exemplary programs and services to see if they can be adapted to meet their own needs. TSPR's commendations include the following:

- ***KISD uses an inclusion process to provide gifted and talented (G/T) services for its students.*** All KISD teachers are trained to meet the G/T requirements and are G/T certified. Additionally, administrators and counselors have a minimum of six hours of professional development that includes the nature and needs of G/T students and program options. KISD's G/T plan ensures that the district identifies and serves gifted students appropriately and in accordance with state law.
- ***KISD custodial operations are efficient and cost-effective.*** Two school custodians each clean 29,817 square feet daily, significantly higher than an industry standard of 20,000 square feet. Custodians clean classrooms, empty trash, vacuum, mop and clean all restrooms and office space regularly. A majority of the administrators, parents and students agree the schools are clean.
- ***The district is conducting a summer food service program to provide every child the opportunity to eat breakfast and lunch during KISD's summer school session.*** Beginning in June 2003, KISD's Food Services Department sponsored a Summer Food Services Program, which will serve breakfast and lunch, free of charge, to all area residents 18 years of age and younger, even those who are not attending summer school. KISD was able to apply and participate in the program because 52.8 percent of its students are eligible for free and reduced-price meals. As long as the district serves about 30 breakfasts and 30 lunches each day, the Texas Department of Human Services will cover all costs associated with the program.

Savings and Investment Requirements

TSPR's recommendations would result in savings and increased revenue that could be used to improve classroom instruction. The savings estimates in this report are conservative and should be considered minimums. Proposed investments of additional funds usually are related to increased efficiencies, savings or improved productivity and effectiveness.

TSPR recommended 24 ways to save KISD \$177,359 in gross savings over a five-year period. Full implementation of all recommendations in this report could produce net savings of \$169,039 by 2007-08 (**Exhibit 4**).

Exhibit 4
Summary of Net Savings
TSPR Review of Kopperl Independent School District

Year	Total
2003-04 Initial Annual Net Savings	\$22,951
2004-05 Additional Annual Net Savings	\$34,602
2005-06 Additional Annual Net Savings	\$34,602
2006-07 Additional Annual Net Savings	\$38,602
2007-08 Additional Annual Net Savings	\$38,602
One Time Net Savings/(Costs)	(\$320)
TOTAL SAVINGS PROJECTED FOR 2003-08	\$169,039

A detailed list of costs and savings by recommendation appears in **Exhibit 5**. The summary chart lists the page number for each recommendation for reference purposes. Detailed implementation strategies, timelines and estimates of fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation highlights the actions necessary to achieve the proposed results. Some items should be implemented immediately, some over the next year or two and some over several years.

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

Exhibit 5
Summary of Costs and Savings by Recommendation

							Total 5- Year (Costs) or Savings	One Time (Costs) or Savings
Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08			
Chapter 1 - District Organization and Management								
1	Update the principal's job description and incorporate specific performance and accountability measures into the evaluation. p. 19	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2	Develop a comprehensive and integrated planning process that links the strategic and Campus Improvement Plan to the budget. p. 23	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3	Develop a procedure to share training information. p. 30	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4	Develop a standard operating personnel procedures manual. p. 32	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5	Modify job	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	descriptions to reflect actual duties and responsibilities of KISD's employees. p. 33								
Totals-Chapter 1		\$0							
Chapter 2 - Educational Service Delivery									
6	Modify the campus improvement plan to include measurable objectives directly tied to realistic and obtainable academic goals. p. 46	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7	Use student accountability data to identify student and teacher needs, to improve student performance and to hold the principal and teachers accountable for improvement in student achievement. p. 50	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
8	Complete the process of developing curriculum guides aligned with the Texas Essential	\$0	(\$4,000)	(\$4,000)	\$0	\$0	(\$8,000)	\$0	\$0

	Knowledge and Skills and develop a process for updating the curriculum guides annually. p. 51							
9	Join the Regional School Support Cooperative to reduce the cost of library services. p. 52	\$0	\$15,000	\$15,000	\$15,000	\$15,000	\$60,000	\$0
Totals-Chapter 2		\$0	\$11,000	\$11,000	\$15,000	\$15,000	\$52,000	\$0
Chapter 3 - Financial Management								
10	Establish a general fund management policy and plan. p. 66	\$0	\$0	\$0	\$0	\$0	\$0	\$0
11	Strengthen KISD's budget process by developing a budget calendar and adding narrative explanations to the budget document. p. 69	\$0	\$0	\$0	\$0	\$0	\$0	\$0
12	Establish a system of internal controls to safeguard assets. p. 71	\$0	\$0	\$0	\$0	\$0	\$0	(\$320)
13	Develop written	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	standard and staff the cafeteria accordingly.p. 90							
18	Annually evaluate food costs and set prices to ensure the district's Food Services program recovers the costs of meals served. p. 92	\$810	\$1,461	\$1,461	\$1,461	\$1,461	\$6,654	\$0
19	Identify all students who are eligible to receive free and reduced-price meals. p. 95	\$7,630	\$7,630	\$7,630	\$7,630	\$7,630	\$38,150	\$0
20	Apply for Severe Need Breakfast reimbursement. p. 96	\$6,127	\$6,127	\$6,127	\$6,127	\$6,127	\$30,635	\$0
21	Maintain nutritional data on menus to ensure the district serves nutritious meals. p. 98	\$0	\$0	\$0	\$0	\$0	\$0	\$0
22	Update the facilities master plan and tie it to the district's budget.p. 102	\$0	\$0	\$0	\$0	\$0	\$0	\$0
23	Request an energy audit by	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	the State Energy Conservation Office to help lower utility bills by developing a comprehensive energy management program.p. 104							
24	Monitor all individual bus maintenance costs and maintain accurate work reports. p. 108	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Totals-Chapter 4		\$22,951	\$23,602	\$23,602	\$23,602	\$23,602	\$117,359	\$0
Total Savings		\$22,951	\$38,602	\$38,602	\$38,602	\$38,602	\$177,359	\$0
Totals Costs		\$0	(\$4,000)	(\$4,000)	\$0	\$0	(\$8,000)	(\$320)
Net Savings/(Costs)		\$22,951	\$34,602	\$34,602	\$38,602	\$38,602	\$169,359	(\$320)

Total Gross Savings	\$177,359
Total Costs	(\$8,320)
Net Savings	\$169,039

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

This chapter reviews the organization and management of Kopperl Independent School District (KISD) in the following sections:

- A. Governance
- B. District Organization and Management
- C. Community Involvement
- D. Personnel Management

The organization and management of a school district requires cooperation among the elected members of the Board of Trustees, the superintendent and district staff. The board sets goals and objectives for the district and determines the policies by which the district will be governed. The board approves the staff's plans to achieve those goals and objectives, providing the funding sources necessary to carry out the plans and evaluate the results. The superintendent manages district operations and recommends the appropriate staffing and resource levels.

BACKGROUND

KISD is a small rural school district located in the unincorporated community of Kopperl in Bosque County, Texas. Kopperl is located 60 miles south of Dallas on the northern edge of the Texas Hill Country. The first permanent settlers in Bosque County, after the Native Americans, were Norwegian and German immigrants who arrived in 1854. The single-campus district near Lake Whitney owns seven buildings that encompass 68,003 square feet. Regional Education Service Center XII (Region 12) in Waco serves KISD and its neighboring districts.

During 2002-03, the district served 309 students in pre-kindergarten through grade 12 in just one school. The Texas Education Agency (TEA) has rated KISD as *Academically Acceptable* for the past three years based on standardized criteria. In 2002-03, KISD student were 91.6 percent Anglo, 7.8 percent Hispanic and 0.6 percent African American. **Exhibit 1-1** shows that the ethnic composition of KISD students remained fairly constant between 1998-99 and 2002-03. The Hispanic student population grew modestly while the Anglo student population decreased slightly during this period.

Exhibit 1-1
KISD Student Demographics
1998-99 through 2002-03

	1998-99	1999-2000	2000-01	2001-02	2002-03
Total Enrollment	309	295	302	295	309
African American	0.3%	0.3%	0.0%	0.0%	0.6%
Anglo	94.2%	93.2%	92.4%	93.9%	91.6%
Hispanic	5.5%	6.4%	7.3%	6.1%	7.8%
Asian/Pacific Islander	0.0%	0.0%	0.0%	0.0%	0.0%
Native American	0.0%	0.0%	0.3%	0.0%	0.0%
Economically Disadvantaged	44.0%	44.7%	46.0%	50.2%	52.8%

Source: TEA, Public Education Information Management System (PEIMS), 2002-03, and Academic Excellence Indicator System (AEIS), 1998-99 through 2001-02.

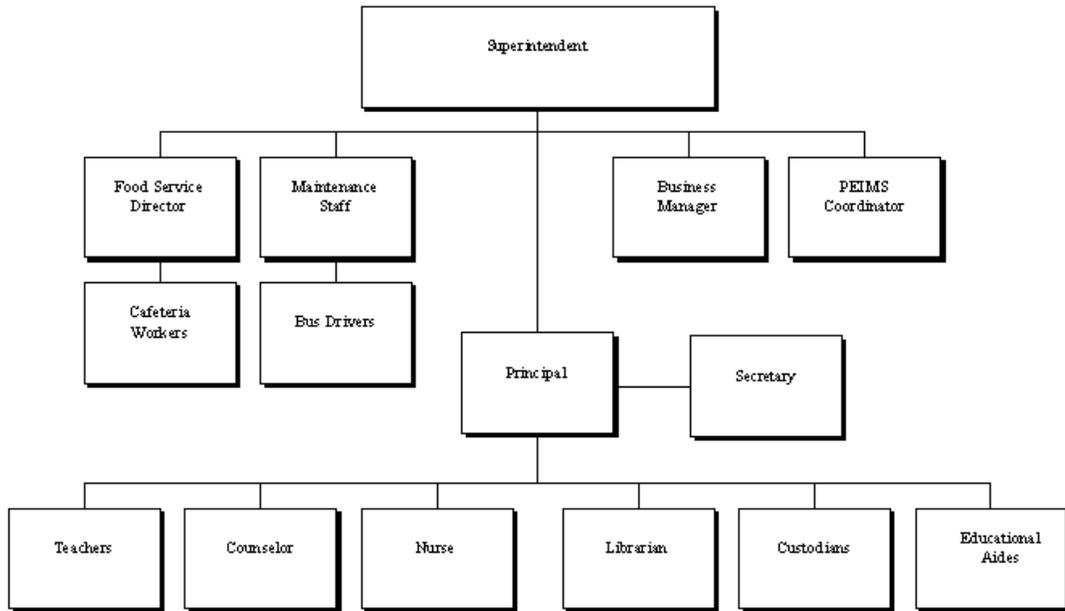
In 2001-02, 77.9 percent of the district's students passed all levels of the Texas Assessment of Skills (TAAS). The state average for 2001-02 was 85.3 percent. The more rigorous Texas Assessment of Knowledge and Skills (TAKS) replaced the TAAS in spring 2003.

During 1997-98 through 2000-01, KISD experienced a deficit fund balance up to a \$169,625 because it overestimated enrollment projections that resulted in repayments to the state. In addition, the district paid part of a \$1.3 million construction project for a gym and new classrooms from the fund balance. In 1996, the district borrowed \$73,785 from the Texas Association of School Boards (TASB) for the purchase of real property. Then in 1997, the district borrowed \$470,000 from TASB to finish the gym and new classrooms. In 2001-02, the district eliminated a projected budget deficit of \$65,321 by not filling vacant positions and reducing the district's programmatic offerings.

Exhibit 1-2 presents the district's organizational structure.

Exhibit 1-2 KISD Organization Structure

2002-03



Source: KISD, superintendent.

The current KISD superintendent, who was hired in August 2001, has responsibility for the day-to-day management of the district's operations and employees. In 2002-03, KISD employees includes the superintendent, one principal, 2.1 professional support, 26.3 teachers, 5.5 educational aides and 11.7 auxiliary staff. All teachers and educational aides report directly to the principal. KISD chose Covington, Blum, Morgan, Jonesboro and Chilton ISD's to serve as peer districts.

A. GOVERNANCE

Successful school districts require effective governance. In Texas a Board of Trustees governs school districts, setting policies and overseeing the management of the schools. Each board derives its legal status from the Texas Constitution and the Texas Legislature. The board must function in accordance with applicable state and federal statutes, controlling court decisions and applicable regulations pursuant to state and federal law.

The KISD board's mission is to ensure the district is "striving for excellence." Accomplishing this mission requires that the board and superintendent work in concert to provide sound financial stewardship, academic leadership and general oversight to ensure the district operates efficiently and effectively. The legal responsibilities of the board and superintendent are specified in the Texas Education Code (TEC).

The TEC Section 11.151 delineates the powers and duties of Texas school boards. Those duties include:

- Govern and oversee the management of the district's public schools;
- Adopt such rules, regulations and bylaws as the board may deem proper;
- Approve a district-developed plan for site-based decision-making and provide for its implementation;
- Levy and collect taxes and issue bonds;
- Select tax officials appropriate to the district's needs;
- Prepare, adopt and file a budget for the next succeeding fiscal year and file a report of disbursements and receipts for the preceding fiscal year;
- Have district fiscal accounts audited at district expense by a Texas certified public accountant holding a permit from the Texas State Board of Public Accountancy following the close of each fiscal year;
- Publish an annual report describing the district's educational performance, including school performance objectives and the progress of each school toward these objectives;
- Receive bequests and donations or other money coming legally into its hands in the name of the district;
- Select a depository for district funds;
- Order elections, canvass the returns, declare results and issue certificates of election as required by law;
- Dispose of property no longer necessary to operate the school district;
- and hold real and personal property in the name of the district; and

- Hold all powers and duties not specifically delegated by statute to the Texas Education Agency or the State Board of Education.

The KISD board consists of seven members elected from at-large districts who serve alternating three-year terms. The district conducts school board elections annually. **Exhibit 1-3** shows the current board composition.

Exhibit 1-3
KISD Board of Trustees
June 2003

Name	Board Position	Years of Service	Term Expires	Occupation
Harold Wellborn	President	6 years	2006	Retired phone company employee
Duane Hutson	Vice President	7 years	2005	Fireman
Charlotte Borth	Secretary	5 years	2004	Teacher's aide
Sue Burns	Member	1 year	2006	Retired school administrator
Renee Carlson	Member	5 years	2004	Salesperson
Bubba McFarland	Member	1 year	2005	Construction company owner
Joe Mynar	Member	2 years	2004	Truck driver

Source: KISD, superintendent.

KISD's board conducts meetings on the second Thursday of each month at 7 p.m. in the school cafeteria. The board also schedules special meetings and workshops as needed. At each meeting, the board allows time for community members to address the items on the agenda. Although each community member receives five minutes to address the board, few actually do, according to board members. Also, though board policy states that each speaker is allotted only five minutes to speak, the board allows speakers additional time to complete their presentations on particularly pressing issues.

The superintendent prepares and mails the agenda packet to board members three to four days in advance of the monthly meeting. The agenda packet contains the agenda, superintendent's report, principal's report, maintenance report, financial report, sports report, Public Education Information Management System (PEIMS) data (when needed)

and background material on any agenda item requiring action. All of the board members interviewed expressed satisfaction with the timing and receipt of the board agenda. Board members may have items placed on the agenda by contacting either the board president or the superintendent. The board operates as a committee of the whole and does not use subcommittees. However, the district does involve the campus improvement committee to generate the Campus Improvement Plan (CIP).

The district relies on TASB to provide it with policy updates and to ensure that its policy and procedures manual is current. The board members also receive regular phone calls and written reports from the district superintendent. Each of the board members told the review team that the superintendent does a good job in keeping them informed and up-to-date on district activities.

FINDING

The board functions collaboratively to address and resolve issues confronting the district. The board and superintendent have undergone TASB training on building effective teams. In August 2002, the board and superintendent revised and updated their June 2000 plan for building an effective team. That plan consists of the objectives listed in **Exhibit 1-4**.

Exhibit 1-4
Objectives for the Kopperl ISD Board-Superintendent Team
2002

Objective	Statement
1	We make decisions that focus on goals for children by promoting better education through positive leadership.
2	We know and fulfill our roles and responsibilities.
3	We are unified in our decision making concerning every aspect of the district.
4	We share in the decision making, act on issues, and defend board decisions.
5	We take our responsibility to support the team seriously by participating individually.
6	We have positive personal relationships with each other as a team.

Source: TASB Leadership Team Services.

The emphasis board members place on strong personal relationships and open communications allows members to speak openly and frankly

without risking emotional injury. One board member said, "We don't have a shy bunch that is afraid to be candid and no one holds a grudge. I support board decisions once they are made. I back board decisions and I think the other members do as well. Most everyone knows everyone pretty well and has been around one another for many years so we don't have personality issues. In fact, we don't really have a lot of conflict or issues."

The superintendent also told the review team that the board has been very receptive to his propositions for improving the school and works hard to fulfill their roles and responsibilities.

The survey compiled by the review team also indicates that 55 percent of teachers polled either agreed or strongly agreed that superintendent and board work well together, while 66 percent agreed or strongly agreed that the board has a good image in the community.

COMMENDATION

KISD's board and superintendent function as a collaborative team through training initiatives and the cultivation of strong personal relationships.

FINDING

All KISD board members have exceeded the minimum number of training hours required by the state. The Texas Administrative Code, Subchapter A, Section 61.1 requires new board members to attend a minimum of 16 hours of continuing education. The training content includes three hours for orientation, three hours for team building and 10 hours for solidifying assessed needs.

After the first year, board members must attain at least five hours of continuing professional education annually. **Exhibit 1-5** displays the number of training hours attained by each board member.

**Exhibit 1-5
KISD Board Training Hours
June 1, 2002 through January 31, 2003**

Existing Board Member	Completed Training Hours	State Required Training Hours
Charlotte Borth	15.0	8
Renee Carlson	9.0	8
Duane Hutson	12.8	8

Joe Mynar	14.5	8
Harold Wellborn	16.3	8
New Board Members	Completed Training Hours	State Required Training Hours
Sue Burns	17.0	16
Bubba McFarland	18.5	16
Total	103.0	66
Average Total	14.7	N/A

Source: KISD, superintendent.

KISD board members averaged 14.7 hours of continuing professional education in 2002-03. This surpasses the annual state-mandated five hours. The training hours fulfilled by the board members reflect a concerted effort on the part of the board to ensure that they are fulfilling their duties to the best of their abilities.

COMMENDATION

KISD board members have taken advantage of training opportunities to improve their effectiveness as board members.

B. DISTRICT ORGANIZATION AND MANAGEMENT

Although KISD differs in size significantly from many larger school districts, management functions remain the same. While the board sets policy, the superintendent implements policy and manages the district in the most cost effective and efficient manner possible. The management areas include facilities, personnel, educational service delivery, transportation, technology, Food Service Department and ensuring the safety and security of the students. The superintendent directly supervises all non-instructional district personnel and acts as the liaison between district staff and the board.

Texas law allows districts with only one campus to develop one planning document - either a District Improvement Plan (DIP) or a Campus Improvement Plan (CIP) instead of both as is required of larger school districts. KISD uses a site-based management group to prepare an annual CIP. In addition, the school board members and superintendent create a plan entitled "Board of Trustees Goals (BTG)," detailing long-range strategic plan, goals and objectives.

FINDING

The principal's roles and responsibilities lack clear definition and accountability. In 2002-03, the superintendent gave directives to the principal, but the principal did not perform the functions in a timely manner. The principal may not have been clear on the assigned responsibilities because the existing job description lacks specifics. This breakdown of teamwork affected the morale of district staff. The superintendent recommended that the board not renew the principal's contract, but the board decided not to make any staff changes and instructed both the principal and the superintendent to work together to create an effective team relationship.

In a small district like KISD, the superintendent and the principal must rely on each other's skills and abilities to benefit both students and staff. The superintendent and principal maintain a separation of duties that calls for the principal to supervise the instructional staff, while the superintendent oversees the non-instructional staff. The superintendent and principal agreed to allow the superintendent to guide curriculum development.

An example of some of the duties of a principal in Chapter 11.202 of the Texas Education Code include:

- approve all teacher and staff appointments for that principal's campus from a pool of applicants selected by the district or of

applicants who meet the hiring requirements established by the district, based on criteria developed by the principal after informal consultation with the faculty;

- develop budgets for the principal's campus;
- perform other duties assigned by the superintendent pursuant to the policy of the Board of Trustees; and
- The Board of Trustees of a school district shall adopt a policy for the selection of a campus principal that includes qualifications required for that position.

Without clear definitions of the roles, responsibilities and corresponding accountability, a principal can overlook tasks and effect the district's overall management.

Effective small districts provide clear direction and set specific priorities and goals to ensure the appropriate division of management-level responsibilities. Performance expectations should provide guidance and direction to an employee, and performance evaluation should measure the employee's progress in meeting these expectations.

Recommendation 1:

Update the principal's job description and incorporate specific performance and accountability measures into the evaluation.

The job description should specify job goals, the supervisor to whom the principal reports, major responsibilities, accountability and evaluation measures and employment terms.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent creates the principal's job description.	September 2003
2.	The superintendent submits the new job description to the principal for review.	October 2003
3.	The superintendent submits the job description to the board for approval.	October 2003
4.	The board approves the job description.	November 2003
5.	The superintendent provides the approved job description to the principal.	November 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

KISD does not effectively integrate its strategic plan and CIP, nor does it link the plans to the district's budget. Because KISD has only one campus, it can adopt either a CID or a District Improvement Plan (DIP). KISD's board and superintendent have adopted a CIP and have also created a strategic plan. KISD's strategic plan and CIP are intended to provide annual and long-term strategic direction to the district. While some overlap exists in the two plans, no quantitative evaluation process exists for either of them. Neither plan provides enough detail to identify or specify the types of resources that will be needed to achieve the objectives. Although the district has a formal budget process, the budget is not tied to the CIP or strategic plan. In addition, the CIP lacks a board-driven vision and mission statement.

The site-based management team, consisting of two parents, four teachers, one community member, a counselor, the principal and the superintendent, develops the CIP. This group meets annually to revise, update and develop the CIP as part of the budgeting process. Once completed, the CIP is sent to the board for approval.

The CIP does not have measurable goals because the resources are not specified and the objectives are written beyond the scope of their evaluative ability. For example, Goal Two of the CIP states that, "All parents, community members, and educators will be active partners in the education of our children." The performance measurement for this goal states, "In 2003-04 parent and community involvement will increase by 10 percent." The district cannot accurately evaluate the accomplishment of this goal by way of the stated performance measure because the district does not track volunteer hours, parental participation or other means of community involvement. As a result, the district has no baseline to use as a gauge to determine if community and parental involvement has increased or declined.

Strategic goals included in the strategic plan do not drive the CIP process. For example, the CIP omits the board goal to raise the district's TEA rating to *Recognized* in 2003 and to *Exemplary* in 2008.

The strategic plan was initially created under the tenure of the previous superintendent and board, though no one interviewed by the review team could specify when the plan was first developed. In the current strategic planning process, the board annually updates the plan by reviewing accomplishments, revising existing goals and adding new goals for one, five and 10 year timeframes.

One district administrator said, however, "...that many of the board members were not involved in the original planning process so there is not a lot of ownership. We are not embracing the planning document in a way that is fully benefiting the district. They really need to be looked at in a more comprehensive way."

Though the school board reviews the plan annually, the board has not addressed items that would give the board members more ownership over the plan. The board has maintained the original format as well as some of the 10-year goals since the plan's inception during the tenure of the previous superintendent. The planning process does not include the method and timing of any evaluative action to be taken or designate the staff responsible for implementation or evaluation. In addition, the plan has no link to the budget. According to board members, they currently evaluate the successful achievement of goals by informal discussion. The board arrives at its decision without the benefit of any evaluative methodology, tools or materials from staff.

The strategic plan omits the board's vision and mission statement, which typically provides the foundational goals of the district. Every school district confronts the challenge of determining how to make the best use of limited resources to serve a wide and diverse range of needs. Creating a useful methodology and process for allocating resources requires an explicit understanding of the board's vision, the district's mission and goals and a willingness to inventory and prioritize needs.

The strategic plan also does not itemize the resources needed to accomplish the objectives of the plan. The plan only lists all of the things that the district would like to see accomplished in the next one, five and 10 years. However, the plan does not prioritize the objectives which would provide needed guidance on how to allocate limited resources. The absence of a budget linking the required resources to the plan increases the likelihood that the district's objectives may not be successfully accomplished.

The strategic planning process allows districts to identify and allocate needed resources to address prioritized concerns. Strategic planning creates comprehensive strategies to overcome barriers to success. A strategic plan creates, in effect, a roadmap that guides a district to optimal performance. The process of developing and communicating a vision is critical to the strategic planning. TSPR has developed a sample roadmap as shown in **Exhibit 1-6**.

Exhibit 1-6
Elements and Benefits of a Long Term Strategic Plan

Activity	Purpose	Benefit
Set the vision and mission.	Serves as the organizational compass by answering the question, "What are we trying to accomplish?"	Establishes the bounds and philosophical grounding to recommend improvement. Serves as the target for all policy decisions.
Identify barriers to accomplishment of the vision and mission.	Answers the question, "What obstacles prevent the organization from achieving its vision?"	Identifies items that require solutions.
Create recommendations to address barriers to the vision based on stakeholder input.	Resolves barriers to the vision.	Promotes achieving the vision.
Link recommendations to resources such as the budget and personnel.	Prevent own unfunded mandates.	Maintains financial integrity by ensuring that resources exist to implement a recommendation. Sets priorities for the budgeting cycle and general management.
Create performance and progress measures for recommendations.	Creates a process for gauging the effectiveness of recommendations.	Measures the sufficiency of resources and the feasibility of the recommendations.
Establish timelines and means of evaluating the implementation of recommendations.	Creates a calendar to manage resources and ensure timely implementation of recommendations.	Monitors the accomplishment of the strategic plan.
Establish timelines and means to review and update plan on at least an annual basis.	Ensures that the plan becomes institutionalized and remains relevant.	Creates a "living" document that is recognized and understood by stakeholders as the driver of district operations.
Compile recommendations, procedures for evaluation, timelines and data	Maintains all the plan elements in one document.	Establishes the comprehensive direction of the district.

regarding impacts on budget and personnel in single bound document.		
Refer to document as the basis for governing policy decisions.	Links the day-to-day operations of the district with its long-term goals.	Maintains the relevance of the daily operations and the strategic plan to the vision and mission.

Source: TSPR.

Planning is a critical component for districts to achieve and continue success. A district with a strategic plan that has received broad-based input and has measurable goals will attain state standards of academic excellence. Evaluation allows the board and administration to gauge the success of each program by measuring the results of key objectives as well as measuring the costs and benefits. Planned programmatic changes can then be made based on those results. The budget, an integral part of the planning process, provides the resources needed to implement identified strategies.

Many school districts develop planning processes that result in the generation of the district and/or campus improvement plans. Some districts use the plans to develop the budget and tie the required resources in the plan to the budget. For example, by developing a sound planning process that tied budget allocation to district and campus improvement plans, Smithville ISD (SISD) ensured that funds were effectively directed toward increasing student performance.

Recommendation 2:

Develop a comprehensive and integrated planning process that links the strategic and Campus Improvement Plan to the budget.

The adoption of the strengthened and improved planning process will ensure the prudent allocation of resources to identified priorities. Because of the district's relatively small size, the KISD board and superintendent may wish to modify certain activities or steps mentioned in the chart above to meet the particular needs and circumstances of the district.

Exhibit 1-7 details an example of a modified process that may be better suited to KISD.

Exhibit 1-7
Proposed Framework for Implementing the Elements of a Long Term Strategic Plan

Activity	Purpose	Benefit
Establish planning strategy.	Lays the groundwork for the use of resources, time and effort in the planning process.	Addresses barriers to the planning process.
Notify stakeholders of the process, purpose and goals.	Allows stakeholders to provide input and assistance.	Provides stakeholders with motivation and a sense of ownership of the plan.
Assign duties and responsibilities with timelines for completion.	Determines accountability for producing the various elements of the plan.	Improves process management through a single point of contact for each section covered by the plan.
Create and review drafts of the plan.	Evaluates the direction and progress of the plan to date.	Determines which areas of the plan are deficient and need additional attention before subsequent copies are produced.
Strengthen and review the final draft plan.	Allows planners and stakeholders an opportunity to shore up any areas of weakness in the plan.	Increases confidence regarding the feasibility, integrity and validity of the final product.
Formally adopt plan.	Institutionalizes the plan as the cornerstone of district operations.	Validates the plan and its recommendations. Provides a reference point for future improvement ideas.

Source: TSPR.

The district should link the budget to the CIP and strategic plan. The district should develop the CIP and strategic plan for the following year during the budget process. The plan should identify resources necessary to accomplish the goals and strategic of the plans and link those necessary resources to the budget.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the superintendent to create a process that integrates the CIP with the strategic planning process, identifies and prioritizes district needs, allocates resources accordingly and incorporates an evaluation methodology for the strategic plan and the CIP.	September 2003
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2.	The superintendent and site-based management team draft an improved process for developing and integrating the CIP and strategic plan and linking them to the budget.	October 2003
3.	The superintendent reviews the proposed improvements and presents them to the board for approval.	November 2003
4.	The board approves the improved planning process for integrating the CIP and strategic plan.	December 2003
5.	The superintendent ensures that the resources necessary to implement the CIP and strategic are included in the budget.	January 2004 and Annually Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

C. COMMUNITY INVOLVEMENT

Community involvement refers to district programs or policies to share information, obtain stakeholder support and participation and align district services to meet the community needs and expectations.

Maintaining systematic and effective two-way communication with the community is an integral component to the overall success of a school district. Effective communication, building trust and confidence in district leadership, includes accessible and ample opportunities for citizens to contribute ideas or criticism, dedicated and consistent use of print and electronic media to disseminate information and interaction with diverse community groups. An effective community involvement initiative ensures that the district reflects the community's desires to educate its children.

In 2002-03, KISD applied for and was awarded grants totaling \$192,544 to support school programs. The grant application process is coordinated and supervised by the superintendent with assistance from the principal and other staff as needed. **Exhibit 1-8** depicts the grants, amount awarded and applicant of all grants received by the district.

Exhibit 1-8 KISD Grant Awards 2002-03

Grant	Amount	Applicant
Rural Education Achievement Program	\$29,011	Superintendent
Title I	\$23,437	Superintendent
Title II D	\$555	Superintendent
Title III A Limited English Proficiency and Students and Immigrant Students	\$651	Superintendent
Safe and Drug Free Schools	\$1,147	Superintendent
Title 5 Innovative Programs	\$1,813	Superintendent
Accelerated Reading	\$10,250	Superintendent
Rider 42 Disciplinary Alternative Education	\$431	Superintendent
LB 13 Library TIF	\$29,267	Principal
Optional Extended Year	\$500	Superintendent
Ninth Grade Success Initiative	\$66,000	Principal

Advanced Placement International Baccalaureate Incentive and Materials Equipment	\$3,000	Superintendent
Impact Aid	\$15,865	Superintendent
Advanced Placement International Baccalaureate Teacher Training Grant	\$785	Superintendent
Career and Technology	\$3,000	Superintendent
Texas Pre-kindergarten to Grade -12 Learn and Serve America	\$4,000	Teachers
Heart of Texas Tech Consortium -Teacher Training	\$1,115	Teachers
Heart of Texas Tech Consortium -Curriculum	\$1,717	Counselor
Total	\$192,544	

Source: KISD, superintendent.

FINDING

KISD developed the Senior Legacy Program to involve students and residents in improving the district. The senior legacy program allows the senior class to create and develop a project to improve the school and community. In 2001, a community member donated \$2,000 to the district. The senior class used this money to purchase and install picnic tables, benches, trees, shrubs and grass in an area outside the cafeteria.

In 2003, the senior class started building Legacy Park on donated land. The same community member donated \$2,000, which was coupled with a \$2,000 Learn and Serve America grant. The seniors are installing playground equipment, benches and landscaping. This collaborative effort between seniors and community volunteers beautifies and improves the use of school grounds.

COMMENDATION

The Senior Legacy Program effectively involves students and community members to improve the district and community.

FINDING

The district makes valuable use of the skills of community members to support district initiatives. In 2002, the KISD six-man football team played its first home game since 1948. Because the district has not had a football field since 1948, every game was played on the road. Recently the district acquired land and the community helped construct a football field

and a baseball diamond. Local community members built goal posts, installed fences, erected bleachers and made the field playable. This effort involved students, parents and many community members. The superintendent and some board members estimated that community members donated 50 percent of the labor associated with the construction of the two fields. The district notified the community of the volunteer opportunity through the weekly newspaper and word of mouth. Since the district is so small, KISD board members and staff said that they communicate many activities by word of mouth.

One district resident regularly volunteers time to improve district facilities by helping to repair the roof and attend to other duties at no cost to the district. This community member contributed so much time and service to the district that the board and superintendent offered to pay for his time that, according to the superintendent, is sometimes 40 hours per week.

Community members also help run the Parent Teacher Organization (PTO). The PTO operates a small school supply store, sells refreshments, donates supplies and helps organize student activities. In 2001, the PTO raised enough money to purchase new playground equipment at no cost to the district. The PTO sponsors the Canned Food Drive, Fall Festival, Teacher Appreciation and incentive parties for perfect attendance.

Board members said that because of the district's small size, parents are particularly supportive of student activities.

COMMENDATION

KISD benefits from the skills, volunteer hours and contributions of the community.

FINDING

KISD effectively employs a variety of methods to disseminate district news and communicate with the community. The only local newspaper is the Bosque County News, a weekly paper. Members of the KISD board and administration informed the review team that the district enjoys a positive working relationship with the newspaper. It regularly posts board meeting announcements, volunteer opportunities, school functions, athletic events and student achievements.

The district distributes a monthly newsletter that covers board meetings, student accomplishments and upcoming opportunities for community involvement. A faculty member produces this newsletter.

The district maintains a Web site hosted by Region 12. This site includes job listings, district contact information, athletic and academic information and a section devoted to the interests of the senior class. A faculty member and students maintains and updates the Web site. The site includes links to college information and additional community or professional resources.

The district capitalizes on its small size by establishing personal relationships with many community members. KISD faculty and staff told the review team that they are able to interact with parents on a first name basis at school sporting events and other functions. This informal structure is effective in disseminating information. The district maintains an informative marquee across the street from the town's post office as an additional communication tool.

COMMENDATION

KISD effectively communicates with the community by employing several communication tools and establishing relationships with many community members.

D. PERSONNEL MANAGEMENT

Education is a labor-intensive undertaking: personnel costs consume the largest percent of the average school district budget. Personnel management includes staffing analysis, recruiting, hiring and salary and performance evaluation. Effective personnel management requires compliance with equal employment opportunity statutes and other applicable federal and state laws. Recruiting and retaining competent staff requires establishing fair and workable policies, procedures and training programs.

The superintendent supervises the KISD personnel functions and evaluates the principal and non-instructional staff, while the principal evaluates the faculty. All faculty members interviewed and the principal told the review team that they had received an evaluation within the past year. Records are managed and filed by the superintendent and principal.

In addition, 56 percent of the teachers polled said that the superintendent is an effective instructional leader while 77 percent of teachers surveyed said that the superintendent is a respected and effective business manager.

The district maintains up-to-date generic job descriptions by using the TASB human resource service. KISD conducts criminal background checks on people seeking employment with the district at a cost of \$2 per employee and is free for volunteers.

KISD maintains a total staff of 47.6 personnel. **Exhibit 1-9** lists staff by position.

Exhibit 1-9
KISD Staffing Chart
2002-03

Organizational Area	Number
Professional Staff	
Teachers	26.3
Professional Support	2.1
Campus Administration (School Leadership)	1.0
Central Administration	1.0
Educational Aides	5.5
Auxiliary Staff	11.7

Total Staff	47.6*
Student Enrollment	309

Source: TEA, PEIMS, 2002-03.

*Reported in PEIMS as 52.2. District confirmed 47.6 total number of staff.

The district has a student to staff ratio of 6.8 to 1, which is a more efficient student to staff ratio than any of its peer districts. **Exhibit 1-10** compares the staffing ratios of KISD with peer districts.

**Exhibit 1-10
Student to Staff Ratios
KISD and Peer Districts
2002-03**

KISD	Blum	Covington	Jonesboro	Morgan	Chilton
6.8:1	6.5:1	6.3:1	5.9:1	5.5:1	5.0:1

Source: TEA, PEIMS, 2002-03.

In the area of faculty staffing, KISD is tied for third among its peers with a student to teacher ratio of 11.7:1. **Exhibit 1-11** compares the student to teacher ratios of KISD with peer districts.

**Exhibit 1-11
Student to Teacher Ratios
KISD and Peer Districts
2002-03**

Covington	Blum	KISD	Jonesboro	Chilton	Morgan
13.2:1	12.0:1	11.7:1	11.7:1	10.3:1	9.9:1

Source: TEA, PEIMS, 2002-03.

As shown in **Exhibit 1-12**, KISD has the lowest teacher salaries compared to selected peer districts, Region 12 and the state.

**Exhibit 1-12
Average Teacher Salaries, Average Years of Experience and
Turnover Rates
KISD, Peer Districts, Region 12 and the State
2002-03**

	Blum	Jonesboro	Covington	Morgan	Chilton	KISD	Region 12 Average	State Average
Salary	\$36,261	\$35,917	\$34,728	\$32,843	\$32,335	\$33,278	\$36,717	\$39,232
Average Years of Experience	13.4	11.1	9.7	9.8	9.6	8.7	11.8	11.9
Turnover Rate*	15.4%	25.0%	25.0%	13.2%	37.0%	18.4%	17.9%	15.7%

Source: TEA, PEIMS, 2002-03.

*Most current available data are AEIS 2001-02.

Exhibit 1-13 shows the salaries for non-teaching KISD personnel. Non-teaching professionals include the superintendent, principal, nurse, counselor and business manager. Additional staff includes maintenance workers, custodians, bus drivers, secretaries and cafeteria personnel.

Exhibit 1-13
KISD Average Salaries for Non-Teaching Personnel
2002-03

Position	Average Salary
Non-Teaching Professionals	\$42,572
Additional Staff	\$21,453

Source: KISD, superintendent.

KISD's payroll expenses account for 76.1 percent of its overall expenditures for all funds. **Exhibit 1-14** depicts the staff development and payroll costs in relation to the overall budgeted expenditures for 2002-03 for all funds.

Exhibit 1-14
KISD Staff Development, Payroll and Overall Expenditures
For All Funds
2002-03

Category	Amount	Percent of Budgeted Expenditures
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Total Expenditures	\$2,180,744	100%
Payroll Expenditures	\$1,659,708	76.1%
Curriculum/Staff Development Expenditures	\$2,601	0.0%

Source: TEA, PEIMS, 2002-03.

FINDING

KISD effectively used adjusted staffing ratios to improve its financial status. From 1997-98 through 2000-01, the district experienced a deficit fund balance up to \$169,625. In 2001, the district did not fill four vacancies created by departing staff. The positions included a dyslexia teacher, a special education aide, a counselor and a maintenance worker. Existing staff just assumed additional duties.

In 2002, the district eliminated, or did not replace, staff in seven positions. Those positions included a half-time custodian, a half-time physical education aide, an English as Second Language teacher, a fourth grade teacher, a fifth grade teacher, a half-time content mastery teacher and a teacher's aide. The district estimates that these staff reductions saved the district \$109,470 annually.

COMMENDATION

KISD effectively used a staff reduction to save money and help its budget deficit.

FINDING

KISD does not effectively share information on training or expertise throughout the organization. All of KISD's teachers and key administrators, including the business manager, principal and superintendent, have attended training within the past year. **Exhibit 1-15** presents a summary of the different types of training attended by KISD personnel.

Exhibit 1-15
Summary of Training Attended by KISD Personnel
2001 through 2003

Training	Staff Position	Year
Crisis Team Management	Principal, Teacher	2001
AEIS-IT Training	Principal	2001

GT Basics I, II, III	Teacher	2001
Campus Planning Strategies	Teacher	2001
Campus Improvement	Teacher	2001
Curriculum Alignment	Teacher	2002
Early Childhood Development	Teacher	2002
PEIMS Fall Submission	PEIMS Coordinator	2002
Counselor COOP Forum	Counselor	2002
Dyslexia I Identification	Counselor	2002
Librarian Leadership	Librarian	2002
Dropout Audit Policies	PEIMS Coordinator	2003
Telecommunication Infrastructure Fund (TIF) PS 12 Session	Teacher	2003
Counselor's Council	Counselor	2003
PEIMS New Coordinator Training	PEIMS Coordinator	2003
Effective Writing/ Elementary	Teachers	2003

Source: Region 12.

The board, principal and superintendent all attend various training programs throughout the year; however, they do not share material learned in a formal manner. Currently, board members have an informal discussion of what training sessions they have attended but the superintendent and principal have no mechanism to benefit from one another's exposure to new knowledge or skills.

Many district personnel strengthen their professional capabilities by attending continuing education opportunities. The ability of an organization to disseminate knowledge throughout its membership and use that knowledge to further its goals and objectives signifies a learning organization. Learning organizations encourage people to access and share information and apply it to resolve issues affecting daily operations.

Recommendation 3:

Develop a procedure to share training information.

The superintendent and principal should develop a procedure to consistently share training information and lessen reliance on any single individual.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and principal develop a procedure on sharing and accessing training information.	September 2003
2.	The superintendent presents the draft procedure to faculty and staff for their input and revision.	October 2003
3.	The superintendent makes revisions and presents the draft procedure to the board for input and approval.	November 2003
4.	The superintendent implements the approved procedure.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

KISD does not have formal operating procedures that include step-by-step instructions for processing applications, posting vacant positions, recruiting, adding or reassigning staff, evaluations, transfers, payroll and records retention. According to board policy, the superintendent coordinates recruitment by finding, screening and interviewing and making hiring decisions for all non-certified positions within the district. The superintendent creates teams to assist him in screening candidates. For example, when the district searched for and hired a maintenance worker in 2002, existing maintenance staff assisted the superintendent in the final hiring decision. Once the hiring decision has been made, board members report that the superintendent informs them of his decision as a matter of courtesy.

For certified employees such as teachers, the superintendent recommends a candidate to the board based on the results of interviews conducted by the superintendent and the principal. After the successful completion of those interviews, the board makes the final hiring decision. For some positions, the district may form a committee to review application materials.

The district uses several strategies for recruiting and retaining teachers. For recruiting, the district posts positions in the local weekly newspaper and with Region 12. To enhance retention, the district currently pays the

first five days of sick leave for its teachers and provides 10 days overall. In addition, the district establishes relationships with colleges, other districts and professional associations such as the Texas Association of Basketball Coaches.

None of these practices, however, are documented. In the event that the current principal and superintendent leave the district or are for any reason unable to fulfill their duties, the person assigned to identify and recruit candidates will need guidance on how to successfully recruit and hire employees in a timely fashion.

Many school districts have a personnel procedure handbook that includes step-by-step instructions for all human resource functions. Spring ISD has a personnel procedure handbook and a handbook for interviewing, hiring and assigning staff.

Recommendation 4:

Develop a standard operating personnel procedures manual.

The district should have a standard operating personnel procedures manual that includes step-by-step descriptions of each process and procedure, including applications, posting of positions, recruitment, adding or reassigning staff, evaluations, transfers, payroll and records retention. Copies of all forms as well as examples of computer screens used in the process should be included in the manual. The manual should be updated on a regular schedule, and the superintendent should review the procedures with staff so that improvements are made as part of the overall quality control system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the superintendent and principal to develop comprehensive procedures for personnel consistent with board policy.	September 2003
2.	The superintendent and principal develop a draft of the procedures and present it to the board for review, comments and edits.	November 2003
3.	The superintendent and principal revise the procedures and present it to the board for approval.	December 2003
4.	The board approves the procedures.	December 2003
5.	The superintendent distributes the procedures to all employees.	January 2004

6.	The superintendent and principal update procedures as deemed necessary.	Ongoing
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FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

KISD does not modify job descriptions to be specific to district positions. The district receives job descriptions from TASB. These job descriptions are used and filed by the superintendent who serves as the personnel manager for the district. The district does not revise the job descriptions to ensure that they reflect the specific duties and needs of each position within KISD. Everyone interviewed by the review team, however, appeared to have a clear understanding of his or her role within the structure of the district.

Job descriptions detail a position's duties, supervisor, employment terms and evaluation process. They serve to protect both employees and employer from misunderstandings regarding job performance and evaluation. A well-written job description documents the essential functions and minimum qualifications needed to perform the job.

Comprehensive job descriptions for school districts include the following:

- job title;
- role and purpose;
- qualifications;
- major responsibilities;
- essential job functions;
- equipment used on the job;
- working conditions;
- mental and physical demands;
- environmental factors; and
- date approved.

An analysis of the work performed in a position forms the basis of an effective job description. A quality work analysis also provides information for a number of managerial uses. It supports the position's classification as exempt or non-exempt under the Fair Labor Standards Act; mistakes on this issue can have serious legal consequences. It provides comparative information for determining appropriate pay levels. It reduces the risk of employment-related lawsuits by identifying and clarifying issues related to equal pay, workplace safety, equal employment and overtime eligibility.

Many school districts review and update job descriptions on a periodic basis to ensure work performed matches the duties specified in the job description and to ensure employees are evaluated and compensated fairly. By using an effective format to update job descriptions throughout the district, Killeen ISD clarified responsibilities, expectations and duties for its employees. Updating job descriptions on a regular basis strengthens a district's position should an employee dispute occur over an employee's responsibilities or the employer's expectations.

Recommendation 5:

Modify job descriptions to reflect actual duties and responsibilities of KISD's employees.

The superintendent and principal should create a master list of positions and ask all employees to summarize their job duties. The principal should review job descriptions for campus-based staff for accuracy and submit updated versions to the superintendent. To ensure that job descriptions remain current, the superintendent should schedule a review of all job descriptions at least once every three years.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and principal create a master list of positions and ask each employee to prepare job descriptions.	September 2003
2.	The principal provides jobs descriptions to all employees to summarize their job duties.	September 2003
3.	The principal reviews all job descriptions for accuracy.	October 2003
4.	The principal submits detailed job descriptions to the superintendent for review and approval.	October 2003
5.	The superintendent distributes new job descriptions to all employees.	November 2003
6.	The superintendent and principal review and update job descriptions every three years or as deemed necessary.	November 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

This chapter reviews the Kopperl Independent School District (KISD) educational service delivery functions in the following sections.

- A. Student Performance and Instructional Delivery
- B. Gifted and Talented Education
- C. Technology
- D. Safety and Security

School districts must provide high quality educational services in the most effective and efficient manner. School districts must have adequate processes in place to identify educational needs, provide programs to meet those needs and evaluate program performance.

BACKGROUND

KISD is a small, rural school district in Central Texas, approximately 60 miles south of Dallas-Fort Worth and 40 miles north of Waco. The Regional Education Service Center XII (Region 12), located in Waco, serves KISD and its peer comparison group. The only school campus is located near Lake Whitney in Bosque County. In 2002-03, the district served 309 students, a slight increase from the 295 students served in 2001-02.

KISD selected five Texas school districts to serve as peer districts for comparative purposes: Blum, Chilton, Covington, Jonesboro and Morgan. The Texas Education Agency (TEA) provided student performance information from the state's education accountability system and other student performance measures. TEA's Academic Excellence Indicator System (AEIS) reports demographic, staffing and financial data for each school district and school. TEA sends these reports to each school and district and TEA also posts the reports on its Web site at <www.tea.state.tx.us>. The latest AEIS data are for 2001-02. Data from the TEA's Public Education Information Management System (PEIMS) submission are used for 2003, as appropriate.

Exhibit 2-1 compares the demographic characteristics of KISD to its peer districts and the state. With the exception of Jonesboro and Morgan ISDs, the districts' enroll on average slightly more than 300 students. Both of these school districts have greater than 80 percent of their student population classified as economically disadvantaged.

Exhibit 2-1
Student Demographic Characteristics
KISD, Peer Districts and State
2002-03

District	Student Enrollment	African American	Hispanic	Anglo	Other	Economically Disadvantaged
Chilton	384	23.7%	43.8%	32.6%	0.0%	82.3%
Covington	343	0.3%	6.1%	93.0%	0.0%	41.1%
Blum	315	1.3%	7.9%	90.2%	0.6%	50.5%
KISD	309	0.6%	7.8%	91.6%	0.0%	52.8%
Jonesboro	188	1.6%	3.7%	94.1%	0.0%	40.4%
Morgan	159	3.1%	45.9%	50.9%	0.0%	88.1%
State	4,239,911	14.3%	42.7%	39.8%	3.2%	51.9%

Source: TEA, PEIMS, 2002-03.

KISD has a single campus housing pre-kindergarten through grade 12. **Exhibit 2-2** illustrates the KISD 2002-03 enrollment by grade. Grades 5 through 11 have the largest percentages of enrollment with grades 7 and 8 having the largest enrollments. Frequently, one or more grades will have slightly larger enrollment due to population variances.

Exhibit 2-2
KISD Enrollment by Grade
2002-03

Grade	Count	Percentage
Pre-Kindergarten	17	5.5%
Kindergarten	21	6.8%
Grade 1	22	7.1%
Grade 2	14	4.5%
Grade 3	20	6.5%
Grade 4	13	4.2%
Grade 5	25	8.1%
Grade 6	26	8.4%
Grade 7	33	10.7%

Grade 8	31	10.0%
Grade 9	26	8.4%
Grade 10	23	7.4%
Grade 11	22	7.1%
Grade 12	16	5.2%
Total	309	100.0%

Source: TEA, PEIMS, 2002-03.

KISD is in transition. Both superintendent and principal are fairly new to the district. The superintendent is in his second year, and the principal is in his third year in the district. This is the first assignment in their respective roles even though each has a significant amount of experience in education. Additionally, the composition of the student population has changed somewhat over the last decade to include a slight increase in its ethnic minority population and a significant increase in the number of economically disadvantaged students. **Exhibit 2-3** illustrates the changing demographics of KISD students.

Exhibit 2-3
KISD Student Composition
1993-94 through 2002-03

Student Composition	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03
African American	0.4%	0.9%	0.0%	0.0%	2.1%	0.3%	0.3%	0.0%	0.0%	0.6%
Hispanic	6.6%	5.5%	4.6%	4.2%	5.5%	5.5%	6.4%	7.3%	6.1%	7.8%
Anglo	92.6%	92.8%	95.4%	95.5%	92.4%	94.2%	93.2%	92.4%	93.9%	91.6%
Economically Disadvantaged	38.8%	46.5%	44.9%	44.0%	46.2%	44.0%	44.7%	46.0%	50.2%	52.8%
Enrollment	258	346	305	332	329	309	295	302	295	309

Source: TEA, AEIS, 1993-94 through 2001-02; PEIMS, 2002-03.

According to PEIMS data during 2002-03, KISD had 52.2 employees, including 26.3 teachers. District administrators said the actual number of employees in 2002-03 is 47.6. KISD employed no minority staff members during this period.

KISD's staff composition differs from the regional and state averages in several areas. KISD employs relatively more teachers and fewer professional support staff when compared with state averages. The percentage of central administrative staff is about twice as high as that of the regional and state averages. The percentage of educational aides is about the same as the state average and lower than the regional average. The percentage of auxiliary staff is lower than the regional and state averages. **Exhibit 2-4** shows the percentages of staff in KISD compared with its peers, Region 12 and the state.

Exhibit 2-4
Staff Information
KISD, Peer Districts, Region 12 and the State
2002-03

	KISD	Blum	Chilton	Covington	Jonesboro	Morgan	Region 12	State
Total Enrollment	309	315	384	343	188	159	139,468	4,239,911
Total Teachers	26.3	26.2	37.3	26.0	16.1	16.1	10,000.2	288,386.0
Total Staff	52.2*	45.4	75.2	45.3	30.3	29.8	20,426.2	571,118.2
Staff Category								
	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent
Teachers	59.2%	55.5%	49.7%	62.7%	52.8%	54.0%	49.0%	50.5%
Professional Support	4.0%	4.0%	1.3%	0.0%	0.0%	0.0%	6.6%	7.5%
Campus Administration	1.9%	4.4%	2.7%	3.3%	0.0%	3.4%	3.1%	2.7%
Central Administration	1.9%	2.2%	1.3%	2.2%	3.3%	6.4%	1.1%	1.0%
Combined Administrative Percentages	3.8%	6.6%	4.0%	5.5%	3.3%	9.8%	4.2%	3.7%
Educational Aides	10.5%	8.8%	18.0%	0.0%	9.9%	0.0%	12.9%	10.3%
Auxiliary Staff	22.4%	25.1%	27.0%	31.8%	34.0%	36.2%	27.4%	28.0%
Combined Educational	32.9%	33.9%	45.0%	31.8%	43.9%	36.2%	40.3%	38.3%

Aides and Auxiliary Staff Percentages								
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100%	100.0%
Turnover Rate (Teachers)	18.4%	15.4%	37.0%	25.0%	25.0%	13.2%	17.9%	15.7%
Degree Status (Teachers)								
No Degree	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	1.0%	1.3%
Bachelors Degree Only	87.8%	91.6%	83.9%	95.8%	93.2%	93.2%	82.7%	76.0%
Masters Degree	12.2%	8.4%	16.1%	4.2%	6.8%	6.8%	16.0%	22.2%
Doctorate Degree	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%	0.5%
Experience (Teachers)								
0 Years Experience	7.6%	7.6%	13.7%	11.2%	24.8%	6.2%	8.3%	7.8%
1-5 Years Experience	30.4%	22.9%	33.0%	34.6%	0.0%	37.3%	27.1%	28.2%
6-10 Years Experience	27.8%	26.7%	17.4%	4.2%	30.4%	18.6%	19.1%	18.3%
11-20 Years Experience	28.5%	12.2%	24.1%	38.5%	18.6%	24.8%	25.3%	24.4%
20+ Years Experience	5.7%	30.5%	11.8%	11.5%	26.1%	13.0%	20.2%	21.3%

Source: TEA, PEIMS, 2002-03.

*The district reports 47.6 as the total number of staff.

Also, 59.2 percent of KISD staff are teachers; this is a higher percentage than four of its peers, Region 12 and the state. KISD has a combined percentage of administrative staff of 3.8 percent which is slightly higher than the state average, but lower than Region 12 and four of its peers. KISD has a lower combined percentage of educational aides and auxiliary staff than four of its peers, Region 12 and the state average.

Exhibit 2-5 shows that KISD's student to teacher ratio for 2002-03 is equal to or lower than all but one of its peer districts and that its student to staff ratio is the highest of its peers, indicating that KISD allocates most of its personnel to the direct instruction of students.

**Exhibit 2-5
Student/Teacher and Student/Staff Ratios
KISD and Peer Districts
2002-03**

District	Student/Teacher Ratio 2002-03	Student/Staff Ratio 2002-03
Jonesboro	11.7	5.9
Covington	13.2	6.3
Blum	12.0	6.5
Chilton	10.3	5.0
KISD	11.7	6.8
Morgan	9.9	5.5

Source: TEA, PEIMS, 2002-03.

The superintendent made a number of staffing changes at the beginning of 2002-03, including eliminating a half-time custodian, a half-time physical education aide, an English as a Second Language (ESL) pull-out teacher, a grade 4 teacher and a grade 5 teacher. ESL students are now served in their regular classrooms by teachers who have their ESL certification. The superintendent moved the agricultural teacher from half-time teaching and half-time administrative duties to full-time teaching duties. The superintendent also chose not to replace a half-time content mastery teacher, who resigned early in the school year, and he left a special education aide position unfilled, opting to use a substitute teacher as needed for this position. Also, the PEIMS clerk left at the beginning of the second semester of 2002-03 and the superintendent moved an aide into that position rather than hiring another clerk. These changes resulted in a student/teacher ratio increase from 9.6 in 2001-02 to 11.7 in 2002-03.

As shown in **Exhibit 2-6**, KISD spends less per pupil in operating expense than all but one of its peers.

**Exhibit 2-6
Enrollment and Financial Data
KISD and Peer Districts
2002-03**

District	Total Expenditures 2002-03	Total Students 2002-03	Preliminary Wealth Per RADA 2002-03	Per Pupil Operating Expense 2002-03	Tax Rate 2002
Chilton	\$2,869,895	384	\$89,871	\$6,997	\$1.43
Blum	\$2,507,387	315	\$130,396	\$6,882	\$1.64
Covington	\$2,414,461	343	\$83,518	\$6,644	\$1.48
KISD	\$2,180,744	309	\$203,479	\$6,760	\$1.50
Morgan	\$1,434,727	159	\$241,325	\$7,434	\$1.43
Jonesboro	\$1,400,948	188	\$172,586	\$6,914	\$1.45

Source: TEA, PEIMS, 2002-03

**A. STUDENT PERFORMANCE AND INSTRUCTIONAL DELIVERY
(PART 1)**

TEA currently rates KISD as *Acceptable*. Under the new state accountability system in which the Texas Assessment of Academic Skills (TAAS) was replaced by the more rigorous Texas Assessment of Knowledge and Skills (TAKS), all school districts kept their 2001-02 ratings for 2002-03. TEA plans to release its new accountability rating system in December 2003.

The current accountability rating system uses TAAS results and annual dropout rates. The new accountability rating system will use TAKS results and longitudinal school completion rates. The first statewide administration of TAKS occurred in the spring of 2003 and TEA released the preliminary results from that test administration in June 2003. The TAKS results will not affect the rating of a school district until the 2003-04 test results are compiled. For purposes of this review, the student performance comparisons will be based primarily on the 2001-02 AEIS data.

In 2001-02, with the exception of Blum ISD reading scores, KISD and its peers scored below the state in all TAAS tests taken as well as in the specific areas of reading, math, writing and social studies. In the percentage of all students passing all tests, KISD, at 77.9 percent, scored lower than Blum ISD, with 83.1 percent, and Covington ISD with 81.1 percent. KISD and its peer districts scored below Region 12 and the state averages in the percentage of all students passing all tests. As shown in **Exhibit 2-7**, all of the peer districts struggle academically, but Chilton ISD has the lowest scores overall and Morgan ISD is rated as low performing due to its low scores in social studies and writing.

**Exhibit 2-7
Student Performance on TAAS
KISD and Peer Districts, Region 12 and the State
2001-02**

District	Percent All Students Passing Reading	Percent All Students Passing Math	Percent All Students Passing Writing	Percent All Students Passing Social Studies	Percent All Students Passing All Tests	District Accreditation Rating
Covington	95.2%	86.7%	84.6%	43.8%	81.1%	Acceptable
Blum	92.2%	90.2%	87.0%	70.6%	83.1%	Acceptable

KISD	89.6%	88.7%	72.2%	69.2%	77.9%	Acceptable
Jonesboro	82.2%	84.8%	86.7%	85.7%	72.0%	Acceptable
Morgan	81.0%	88.1%	64.7%	20.0%	75.0%	Low Performing
Chilton	74.2%	79.1%	84.8%	54.5%	65.8%	Acceptable
Region 12	91.7%	92.5%	88.5%	83.2%	85.2%	
State	91.3%	92.7%	88.7%	83.7%	85.3%	

Source: TEA, AEIS, 2001-02.

As previously mentioned, the TAKS replaced the TAAS in 2002-03, and that assessment is administered in grades 3 through 11. 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 is administered in grade 11.

The Bosque County Special Education Cooperative (BCSEC), located in Meridian, serves eight small districts including Cranfills Gap, Gholson, Iredell, Kopperl, Morgan, Meridian, Valley Mills and Walnut Springs. This cooperative handles all of the special education services for the district. The superintendent said that he has had no parent complaints with any of these services. **Exhibit 2-8** shows how KISD compares to its peers in special education enrollment and in number of teachers for special education. KISD has a slightly higher percentage of special education students at 16.5 percent than does Region 12 at 15.0 percent. All of the peer districts and Region 12 have a higher percentage of special education students than the state average of 11.6 percent.

Exhibit 2-8
Special Education Enrollment and Special Education Teachers
KISD and Peer Districts, Region 12 and the State
2002-03

District	Special Education Enrollment	Percentage Special Education	Number of Special Education Teachers	Percentage of Teachers
Chilton	66	17.2%	2.0	5.4%
Covington	53	15.5%	1.9	7.3%

KISD	51	16.5%	2.0	7.6%
Blum	39	12.4%	2.0	7.6%
Morgan	29	18.2%	0.9	5.6%
Jonesboro	28	14.9%	1.0	6.2%
Region 12	20,892	15.0%	993.8	9.9%
State	492,973	11.6%	29,452.3	10.2%

Source: TEA, PEIMS, 2002-03.

The Bosque County Vocational Consortium (BCVC) implements vocational programs in accordance with Federal Vocational Laws and Guidelines and State Board of Education Rules. Located in Valley Mills, the consortium members include Meridian, Morgan, Walnut Springs, Iredell, Kopperl and Cranfills Gap ISDs. These seven school districts share the expenses of administering the Career and Technical Education (CATE) program. The fiscal agent prepares the annual application for the program with the input of the member schools. KISD offers courses in preparation for parenting, vocational agriculture, business computers and information systems. The superintendent said the district's share of revenue from this consortium exceeded expenses by \$3,000 for the current school year.

TEA conducted a District Effectiveness Compliance (DEC) audit of KISD in February 2003 regarding its compliance with state requirements for the bilingual education/English as a second language (BE/ESL) program as outlined in Texas Education Code (TEC) 29.062. In 2002-03, nine limited English proficient (LEP) students were served with parent permission in the BE/ESL program. The DEC audit found that four indicators out of 26 needed attention. KISD resolved the issues to the satisfaction of TEA as indicated in a May 15, 2003 letter from TEA.

FINDING

KISD's Campus Improvement Plan (CIP) does not provide adequate direction for improving student performance. This district has been unable to improve its rating on TEA's accountability system from *Academically Acceptable* to *Recognized* or *Exemplary* since 1996-97. KISD's annual performance objective for improving academic performance in 2003-04 states that "all students at Kopperl School will maintain or increase by 5 percent on all district and state assessments." It is unclear whether the 5 percent relates to an increase in the percent of students passing the test or an improvement in the percent of correct answers on the tests. In addition, the strategies listed in the CIP are not specifically tied to the

objectives nor to any identified program weaknesses, and the CIP lacks adequate evaluation measures. Without an adequate CIP, KISD lacks direction and focus for improving student performance. According to the SCE audit for 2001-02, the CIP also lacks budget appropriations for SCE supplemental full-time equivalent staff and supplemental resources

Exhibit 2-9 shows the KISD CIP's format and major strategies.

Exhibit 2-9
KISD CIP Format and Major Strategies
2002-03

KOPPERL INDEPENDENT SCHOOL DISTRICT CAMPUS IMPROVEMENT PLAN 2003-04	
District: Kopperl Independent School District	Date of Committee Approval: May-03 Date of Board Approval 5/8/2003
Long Range Goal One: All students at Kopperl School will reach their full academic and social potential and contribute productively to society.	
Annual Performance Objective: In 2003-2004, all students at Kopperl School will maintain or increase by 5% on all district and state assessments.	
Identified Needs Addressed: Gaps in student achievement, curriculum alignment, communication.	
Initiatives: Strategies (STEPS)	
1.1	Continue services to address needs of G/T Students
1.2	Special Education Transitional Planning
1.3	Provide activities for career/technology
1.4	Continue services to address needs of identified ESL students
1.5	Continue to address the needs of identified migrant students
1.6	Continued services to address the needs of identified dyslexic students
1.7	Provide services to address the needs of at-risk students
1.8	Provide transition activities for Pre-K/K
1.9	Utilize the services/support of a school support team
1.10	Ensure compliance with the requirements of Title VI
1.11	Ensure compliance with the requirements of Title IX
1.12	Ensure students and parents are informed of their rights/responsibilities
1.13	Disseminate surveys to evaluate the campus planning process
1.14	Continue student organizations/clubs to develop student leadership
1.15	Continue using technology in the classrooms and labs to enhance student instruction
1.16	Continue efforts to ensure high student attendance

Source: KISD, CIP, 2002-03.

The strategies are not directly related to the objective nor does the reader see how the strategies address the identified needs: student achievement; curriculum alignment and communication. **Exhibit 2-10** is an example of more specific strategies for improving student scores on state assessments.

Exhibit 2-10
Example of Specific Strategies
For Improving Student
Performance on State Assessments

Initiatives: Strategies (STEPS)	
1.1	Present detailed campus AEIS indicators and data from the spring 2003 to faculty (TAKS results, attendance rate, dropout rate).
1.2	Distribute and discuss grade level data with each teacher including relevant, student specific, TAKS testing results from spring 2003.
1.3	Profile throughout the year students, both as individuals and as part of an AEIS group, in order to identify their unique individual academic deficiencies. Each student/instructional group must have a written strategic plan implemented for each area not passed on TAKS.
1.4	Train teachers in charting of Spring TAKS data for their students currently in their classes.
1.5	Develop a TAKS timeline that encompasses all objective areas and time allocations based on the needs of student groups and the testing weight of each objective.
1.6	Utilize throughout the year an attendance-monitoring system addressing and monitoring individual students with non-attendance issues as well as those with attendance issues.
1.7	Conduct "TAKS Talks" with parents and students to ensure that they understand their areas of strength and areas to target for growth.
1.8	Develop and implement a plan for tutorials. Tutorial time is devoted to re-teaching of non-mastered target areas.
1.9	TAKS released tests are scheduled. Data is disaggregated. Results are utilized for instructional planning. (ex: 10 th graders are given TAKS released tests by October 31, 2003.)
1.10	Develop and utilize a campus monitoring system holding all parties accountable for student success. File a copy of the monitoring plan with the superintendent.
1.11	Teach test-taking strategies throughout the year.
1.12	Develop and file with the superintendent a test day plan.

Source: TSPR.

Recommendation 6:

Modify the Campus Improvement Plan to include measurable objectives directly tied to realistic and obtainable academic goals.

The CIP should include detailed strategies that are directly tied to the objectives and state exactly how the objectives will be evaluated.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The site-based decision-making committee modifies the CIP to include objectives and detailed strategies for improving students' scores on the state accountability system.	October - November 2003
2.	The principal meets with teachers and instructs them to implement the strategies as identified in the modified CIP.	December 2003
3.	The site-based decision-making committee and the principal evaluate the success of the strategies and objectives and modify the CIP for the following school year.	May - June 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

KISD does not effectively use test data to identify program or curriculum weaknesses. The district receives the data from the state's accountability system, but does not engage faculty in an analysis of student performance.

As shown in **Exhibit 2-11**, the district's students have not improved TAAS scores over the past five years. KISD's passing rates on the state assessment were below the 1997-98 levels in 1998-99 through 2000-01. Overall, the district students' TAAS scores decreased by 0.7 percentage points over five years. Compared to its peers, KISD ranks near the bottom in improvement. Only Jonesboro ISD was lower with a 5.9 percentage point drop in average scores.

Exhibit 2-11
Percent of Students Passing TAAS, All Tests Taken (Grades 3-8 and 10)
KISD, Peer Districts, Region 12 and the State
1997-98 through 2001-02

District	1997-98	1998-99	1999-2000	2000-01	2001-02	Percentage Point Change

						1997-98 to 2001-02
Blum	76.3%	64.1%	70.1%	69.1%	83.1%	6.8
Covington	74.0%	77.0%	67.7%	69.6%	81.1%	7.1
Jonesboro	77.9%	87.6%	83.3%	79.6%	72.0%	(5.9)
Chilton	64.3%	57.5%	55.9%	59.3%	65.8%	1.5
Morgan	52.2%	61.2%	56.9%	61.5%	75.0%	22.8
KISD	78.6%	69.9%	70.2%	67.9%	77.9%	(0.7)
Region 12	78.2%	79.9%	81.2%	82.5%	85.2%	7.0
State	77.7%	78.3%	79.9%	82.1%	85.3%	7.6

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

Exhibit 2-12 shows the 2002-03 student preliminary TAKS performance by grade level and subject area. High school students are performing poorly in all subject areas. Overall, the district students have difficulty with writing scores.

Exhibit 2-12
KISD TAKS Preliminary Report
Percent Passing by Grade and Subject
2002-03

Grade Level	Percent Passing Reading/English Language Arts	Percent Passing Math	Percent Passing Writing	Percent Passing Science	Percent Passing Social Studies
Grade 3	100%	94%			
Grade 4	100%	71%	86%		
Grade 5	86%	100%		63%	
Grade 6	100%	100%			
Grade 7	85%	54%	61%		
Grade 8	100%	81%			93%
Grade 9	81%	36%			
Grade 10	20%	47%		50%	60%
Grade 11	44%	55%		55%	71%

Source: KISD, superintendent's office, Preliminary TAKS report.

**A. STUDENT PERFORMANCE AND INSTRUCTIONAL DELIVERY
(PART 2)**

Exhibit 2-13 compares the percentage of KISD students that passed the TAKS by grade level to the state averages.

**Exhibit 2-13
TAKS Preliminary Report
KISD and State
2002-03**

Grade Level	Total Number of Students Tested	Number of Students Passing all Tests	Percent of Students Passing all Tests	State Average
Grade 3	21	17	81%	
Grade 4	14	9	64%	75%
Grade 5	24	14	58%	65%
Grade 6	22	22	100%	74%
Elementary Totals	81	62	77%	
Grade 7	31	13	42%	67%
Grade 8	28	21	75%	69%
Junior High Totals	59	34	58%	
Grade 9	25	9	36%	60%
Grade 10	21	*	10%	52%
Grade 11	22	7	32%	49%
High School Totals	68	18	26%	
Campus Totals	208	114	55%	

Source: KISD, superintendent's office, Preliminary TAKS report.

**Number is less than 5.*

The district also lacks a process to hold the principal and teachers accountable for student performance. The most effective districts hold teachers accountable for student performance by developing individual growth plans for teachers whose students fail to meet stated school goals for achievement as defined in campus improvement plans (CIPs). Finally, superintendents and boards typically hold educators responsible for

reaching the desired objectives within a specified period of time through regular reports that are given to the board in a public meeting.

Teachers can use assessment data to gauge how well students learn the curriculum. Many teachers adjust teaching strategies and materials in an effort to improve student scores on the state's accountability system.

Exhibit 2-14 shows an example of the data analysis that some districts follow to improve student performance.

Exhibit 2-14 Example of Data Analysis

1. Analyze TAAS or TAKS scores and test data from the previous three years and project scores for the next two years by subject, ethnic groups and economically disadvantaged students for each school.
2. Prepare individual school profiles and distribute them to schools.
3. The principals and teachers review reports for their respective students.
4. The principals and teachers adjust teaching and curricula to address identified areas of weaknesses.
5. The principals monitor changes in student performance in areas of weakness.
6. The curriculum and instruction staff deals with instructional strategies and student performance and monitors the academic performance of schools for areas in need of improvement in each school.

Source: TSPR.

The AEIS data is available by learning objective and the percentage of the specific objectives that each student has mastered. Regional service centers will help schools analyze the data at no cost. School faculty meet to discuss students' performance and ways to adjust curriculum and teaching strategies to ensure that students learn the required objectives.

Exhibit 2-15 shows one level of analysis of KISD reading scores. The gray boxes descending diagonally represent scores for students who were third graders in 1998-99 as they progressed from one grade to the next on the TAAS reading assessment through 2001-02 and the TAKS reading assessment in 2002-03.

Exhibit 2-15 KISD TAAS and TAKS Percent Passing Reading Grades 3-10 1998-99 through 2002-03

Grade Level	Percent Passing TAAS 1998-99	Percent Passing TAAS 1999-2000	Percent Passing TAAS 2000-01	Percent Passing TAAS 2001-02	Percent Passing TAKS Preliminary Reading Assessment 2002-03
Grade 3	78.3%	81.3%	85.7%	90.0%	100.0%
Grade 4	85.7%	80.0%	87.5%	90.0%	100.0%
Grade 5	72.2%	81.0%	80.8%	95.0%	86.0%
Grade 6	80.0%	89.5%	83.3%	80.8%	100.0%
Grade 7	73.9%	55.0%	75.0%	95.8%	85.0%
Grade 8	87.5%	79.2%	72.7%	84.6%	100.0%
Grade 10	89.5%	100.0%	78.3%	90.5%	20.0%

Source: TEA, AEIS, 1998-99 through 2001-02, KISD, superintendent's office, Preliminary TAKS report, 2002-03.

TEA provides an item analysis for each student indicating whether or not a student mastered the criteria. The most effective districts provide this information to teachers so that they can make adjustments in their teaching strategies to meet the needs of individual students. In some small districts, principals work directly with teachers in reviewing all available data for their current students and incoming students. Throughout the school year, the principals monitor teachers' lesson plans and strategies to help ensure that the students are well-prepared for the state assessment.

Successful districts also administer benchmark tests to students beginning in the fall semester and continue them until the statewide accountability tests are given. This enables students to understand their progress toward meeting the Texas Essential Knowledge and Skills (TEKS), the curriculum objectives adopted by the State Board of Education.

Crystal City ISD (CCISD) implemented a districtwide benchmark testing program. As a part of this program, students were tested in fall 2000 and again in January 2001. CCISD used older TAAS tests for benchmarking. A software package developed by Regional Education Service Center XX (Region 20), AEIS-IT, disaggregated the test results by school and by a variety of subgroups, generating an item analysis for individual students. Administrators and teachers used this information to determine the academic areas that needed additional attention.

Recommendation 7:

Use student accountability data to identify student and teacher needs, to improve student performance and to hold the principal and teachers accountable for improvement in student achievement.

Specific improvement plans and strategies should be developed for each at-risk or low-performing student. Principals and teachers should be held accountable for student performance. Individual growth plans should be developed for teachers whose students fail to meet stated school goals for achievement. The superintendent and board should hold the principal responsible for achieving the desired achievement objectives within a specified period of time.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The principal asks Region 12 to help the district analyze student and teacher strengths and weaknesses based on student performance on the state accountability tests.	November 2003
2.	Based on the analysis of state accountability data, the principal works with teachers individually to develop plans for addressing both teacher and student weaknesses.	February - March 2004
3.	The principal meets with teachers to plan for meeting the needs of their incoming students.	August 2004
4.	The principal, counselor and teachers analyze TAKS data with the help of Region 12 and modify teaching strategies and resources, as needed.	November 2004
5.	The principal meets with individual teachers throughout the year to help ensure their success.	December 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

KISD teachers do not have curriculum guides nor has the district developed a complete curriculum development, review or update schedule. While KISD has begun the process of developing and aligning curriculum for language arts and math, the process has yet to be completed. As part of Region 12's Core Curriculum Plus program, the principal and teachers had three curriculum alignment training sessions with Region 12 in the fall of

2002 and met several times on their own to gather the material for the guides. The principal plans to complete writing the curriculum guides for language arts and math for each grade level for the fall of 2003. The superintendent said the district will continue to work with Region 12 to develop guides for science and social studies for each grade level by the fall of 2004.

At the time of the review team's onsite visit, teachers had no guide to use in developing their individual lesson plans to ensure they were covering the TEKS learning objectives. Formal curriculum guides help teachers align daily planning and delivery of instruction to the TEKS. Every school district in Texas is required at a minimum to use the TEKS.

Both the superintendent and the principal said they know that the district needs to develop and use curriculum guides that are aligned vertically with the TEKS and the TAKS in grades K through 12. The principal has responsibility for completing the curriculum guides.

As part of its Enhanced Core Curriculum Plus, Region 12 also offers training in TEKStar. TEKStar is a curriculum planning and communication tool that can become a district's curriculum. All student expectations in the Texas Essential Knowledge and Skills (TEKS) are included in the TEKStar database. The program automatically correlates these expectations to the TAKS. Districts can install the system as a stand-alone network or allows teachers to access it online. As part of the system, teachers receive a planning calendar and a historical chart of which TEKS and TAKS objectives they have taught. School and district administrators have the capability of monitoring the instruction at specific schools.

Many districts use curriculum plans to address all aspects of curriculum development, review and update. These plans include scheduled reviews of current course offerings and corresponding curriculum guides. The plans also call for scheduled updates and revisions. Many of these districts base their plans on adopted curriculum policy and include textbook adoption dates, schedules, curriculum linkages between grades, curriculum delivery and review of curriculum effectiveness.

Recommendation 8:

Complete the process of developing curriculum guides aligned with the Texas Essential Knowledge and Skills and develop a process for updating the curriculum guides annually.

KISD should continue to participate in Region 12's Enhanced Core Curriculum Plus Program to develop curriculum guides for all grade levels and subject areas. The curriculum guide development program should be

expanded to include both regular instructional programs and all other educational programs, such as bilingual/ESL, gifted and talented instruction and career and technology courses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The principal appoints a team of teachers to participate in curriculum writing workshops through Region 12's Enhanced Core Curriculum Plus Program and to coordinate the curriculum development process.	October 2003
2.	The team of teachers assesses which grade levels and courses need curriculum guides.	November - December 2003
3.	The team of teachers creates a schedule that dictates regular development, review, revision and update of curriculum guides and they present the schedule to the principal and superintendent for approval.	February 2003
4.	The team of teachers complete the process of developing and updating curriculum guides for each course, as appropriate.	June 2004 and Ongoing in Summer Months
5.	The principal monitors teachers' use of curriculum guides and ensures implementation of the curriculum schedule.	August 2004 and Ongoing

FISCAL IMPACT

This fiscal impact is based on the assumption that KISD will train four teachers to develop and update curriculum guides during the summer months. Each teacher will be paid at their daily rate of approximately \$200 per day for five days or \$1,000 per summer to work on this project. The review teams estimates it will take the district two years to complete the process of developing the curriculum guides.

Region 12 will provide curriculum development training at no additional cost since the district is a member of the Enhanced Core Curriculum Plus Program. The annual cost is estimated at \$4,000 (4 teachers x \$1,000) for 2004-05 and 2005-06.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Complete the process of developing curriculum guides aligned with the Texas Essential	(\$4,000)	(\$4,000)	\$0	\$0	\$0

Knowledge and Skills and develop a process for updating the curriculum guides annually.					
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FINDING

For a district its size, KISD is overstaffed with a full-time librarian. The district pays \$40,000 in salary and \$2,700 in benefits to maintain a full-time librarian. Many small school districts reduce their library costs by contracting with regional education service centers or participating in school shared services arrangements. Twenty-five school districts in the Region 12 area participate in the Regional School Support Cooperative (RSSC). All of KISD's peer districts have joined the RSSC. The RSSC employs certified staff through the fiscal agent to work in member schools on an established schedule according to the individual needs of each district. Depending upon each member district's need, a certified librarian goes to the district one or more days per week and an educational aide provides assistance daily.

Recommendation 9:

Join the Regional School Support Cooperative to reduce the cost of library services.

Providing library services for a district of this size usually requires one day per week from a fully certified librarian to monitor and assist an educational aide.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent contacts Region 12 for information about joining the RSSC.	February 2004
2.	The superintendent recommends membership in the RSSC to the board of trustees.	March 2004
3.	The board approves membership in the RSSC.	March 2004
4.	The superintendent adjusts personnel to achieve the cost savings.	June 2004

FISCAL IMPACT

This recommendation assumes KISD eliminates the full-time librarian position, joins the RSSC for an annual cost of \$10,000 and hires an educational aide. Eliminating the librarian position will save \$42,700

annually (\$40,000 + \$2,700 benefits). Hiring an educational aide to staff the library will cost \$17,700 annually (\$15,000 salary + \$2,700 benefits). The annual costs are \$27,700 (17,700 + \$10,000), while the annual savings is \$42,700. The annual net savings is \$15,000 (\$42,700 - \$27,700) beginning in 2004-05. The librarian has an employment contract for 2003-04.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Join the Regional School Support Cooperative to reduce the cost of library services.	\$0	\$15,000	\$15,000	\$15,000	\$15,000

B. GIFTED AND TALENTED EDUCATION

Texas state law requires all school districts to identify and provide services for gifted and talented (G/T) students. In 1990, the State Board of Education (SBOE) adopted its *Texas State Plan for the Education of Gifted/Talented Students*, a guide for meeting the law's requirements. In 1996, SBOE updated the plan to incorporate TEC Section 29.123 requirements, which form a basis for ensuring accountability for state-mandated services for gifted and talented students.

FINDING

KISD uses an inclusion process to provide G/T services for its students, thus saving the cost of a designated G/T teacher. The district provides specific service for G/T students in each class. The district trains and certifies all teachers to meet the G/T requirements and expects each teacher to provide G/T services to students, as appropriate. This is a viable approach in a district the size of KISD, if its teachers and administrators have the required training.

The TEC requires school districts to ensure that prior to assignment to teach G/T children, teachers have a minimum of 30 hours of staff development that includes the nature and needs of G/T students, assessing student needs and curriculum and instruction for gifted students. After the initial 30 hour training, teachers must annually receive six hours of professional development in gifted education. All the KISD teachers are G/T certified. Administrators and counselors who have authority for program decisions must have a minimum of six hours of professional development that includes the nature and needs of G/T students and program options. The district hired an outside consultant to provide the required G/T training.

Exhibit 2-16 compares KISD with its peer districts, Region 12 and the state average in number and percentages of students in G/T programs.

Exhibit 2-16
Number and Percentage of Gifted/Talented Students
KISD, Peer Districts, Region 12 and the State
2002-03

District	G/T Student Enrollment	
	Number	Percent**
Chilton	35	9.1%
Blum	30	9.5%

KISD	30	9.7%
Covington	21	6.1%
Jonesboro	9	4.8%
Morgan	*	2.5%
Region 12	9,646	6.9%
State	332,551	7.8%

Source: TEA, PEIMS, 2002-03.

**Number is less than 5.*

COMMENDATION

KISD uses an inclusion process to provide gifted and talented services for its students.

C. TECHNOLOGY

Through 2002-03, the state of Texas has supported the use of technology in school districts through legislation that created the technology allotment of \$30 per student, the Telecommunications Infrastructure Fund (TIF) and the Technology Integration in Education (TIE) grants. TIF provides \$150 million a year for 10 years for computer infrastructure, distance learning and training to public schools, institutions of higher education and telemedicine centers. The TIE grant provides funding for educator preparation and administration and support for technology infrastructure. These grants have allowed even the smallest school districts, such as KISD, to develop sophisticated computer networks and computer labs. The Legislature did not re-authorize these funds in 2003.

FINDING

KISD has maximized available resources to secure technology for the district. For example, the district has used E-Rate discounts for the last five years. E-Rate is the common name for the Schools and Libraries Universal Service Support Mechanism and provides discounts to assist schools and libraries in obtaining affordable telecommunication services and Internet access. The Universal Service Administrative Company (USAC) administers the program at the direction of the Federal Communication Commission (FCC).

KISD has traditionally applied only for the discount on Internet access provided by EdLink 12, the distance learning resource available to member districts through Region 12. During 2002-03, the district also applied for and received an 80 percent E-rate discount on its telephone service. For 2003-04, KISD will pay \$3,600 as its 20 percent of the total cost for Internet access, T-1 line service and telephone communication. Students can access the Internet in the library, the computer lab and the classrooms.

The district has received several TIF grants. The most recent, LB13, provided \$29,267 to update the technology in the library, add a research center and provide laptop computers available for checkout. KISD would have been eligible for the next round of TIF, however, that program has been eliminated by the Legislature. Its state technology allotment provides limited resources because it serves only 309 students.

Region 12 referred the district to a cabling company who replaced its network wiring last year. The company tested, repaired and certified all category five cable drops, replaced the external optic cable with outdoor fiber optic strand, enclosed the outdoor fiber optic cable in conduit and buried it underground, re-terminated and tested all strands, mounted hubs

in the library, and cleaned up all cable management in equipment racks. Before it began this work, the district's network was inoperable. None of the fiber optics passed diagnostic tests and most of the category five cable drops did not work.

For desktop computer repair, KISD hires a vendor from a neighboring town at a cost of \$225/day. All technology repair and maintenance is handled in-house or through this vendor. The vendor and Region 12 are working with KISD to make their distance learning lab operable. According to the superintendent, the district intends to offer distance learning courses during 2003-04.

COMMENDATION

KISD aggressively sought and secured available technology funding.

FINDING

KISD used funding from their Ninth Grade Success Initiative (NGSI) state grant to create a credit recovery program. Credit recovery allows an individual to obtain credits that may apply to high school graduation, or toward receiving a General Education Degree (GED) at their own pace. The current situation calls for Kopperl High School to implement the purchased software program for credit recovery. The district has a five unit lab in the high school and a two unit lab in the secondary special education room. TEA funded the NGSI to increase graduation rates in Texas public schools by reducing the number of students who are retained in grade 9 or who drop out of school that year. Programs funded through the NGSI must serve grade 9 students or grade 8 students who are being promoted to ninth grade but are considered at risk academically. The program must emphasize basic skills, offer students the opportunity to increase credits required for high school graduation and include an action plan to provide continuing support services, funded by other sources, aimed at continuing the progress made by these students.

COMMENDATION

Kopperl High School plans to implement the software program for credit recovery.

D. SAFETY AND SECURITY

A district must provide a safe and secure environment for students, teachers and other school district employees. The 1995 Texas Legislature addressed school violence by establishing major safety and security-related revisions in the Texas Education Code (TEC).

According to the TEC, 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; specific information concerning the arrest or criminal conduct of students must be shared between law enforcement and local school districts.

To provide a safe and secure learning environment, safety and security programs must include elements of prevention, intervention and enforcement, as well as cooperation with municipal and county governments. Discipline management and alternative education programs are key tools in this process.

Maintaining a safe and secure educational environment requires comprehensive planning, policies and programs that address all students' needs. Under the provisions of the TEC, each Texas school district must adopt a student code of conduct that outlines standards for student behavior, categorized by level of offense. The code also outlines related disciplinary consequences, ranging from student-teacher conferences for minor offenses, to suspension or placement in an alternative education program (AEP) for more serious offenses.

The superintendent and the principal both said the district has not taken a major disciplinary action against a student in the last three years. The nurse, a long-term resident of the district, said the district has taken no major disciplinary actions. The district does have written codes of conduct for students and operates an in-school suspension program for students who may need temporary removal from the classroom.

FINDING

KISD has a drug-prevention strategy in place to reduce or eliminate illegal drug activities at school. KISD has developed a student code of conduct that includes provisions for random drug testing of students involved in extra-curricular activities. All students in grade 6 and above enrolled in University Interscholastic League (UIL) athletic and literary activities are tested at the beginning of the semester, or when they enter such activities, and then randomly thereafter. Also, the district engages canine detection services to conduct inspections in communal areas, lockers, gymnasium

areas, parking lots, grounds and other select areas as directed by district officials. The local Masonic Lodge in Kopperl sponsored a drug program called "Together Against Drugs." This program began in the fall of 2001, and targeted grade 5 students. A Bosque County sheriff's department officer visited the students weekly to implement a drug use prevention curriculum similar to DARE.

COMMENDATION

KISD provides a process to work toward a drug-free environment for its students.

Chapter 3

FINANCIAL MANAGEMENT

This chapter reviews the financial management functions of Kopperl Independent School District (KISD) in the following sections:

- A. Financial Management
- B. Asset and Risk Management
- C. Purchasing

School districts must practice sound financial management to maximize limited resources and plan for future needs. Since school districts are accountable to taxpayers, state government and federal government, they must account for the use of resources accurately. The accounting process must provide safeguards to reduce the risk of loss of assets and ensure appropriate use of assets in the form of internal controls appropriate to the district's organizational structure. Timely, accurate and useful reports keep the board and staff aware of the district's financial condition. Financial management also includes planning and budgeting, external auditing and tax collections.

Asset management involves the management of the district's cash resources and physical assets in a cost-effective and efficient manner. This includes accounting for and safeguarding these elements against theft and obsolescence. Effective cash management collects district funds in a timely manner and invests them in instruments with maximum earning potential. Fixed asset management keeps track of district property and provides safeguards against theft and obsolescence.

Purchasing provides for the identification and purchase of supplies, equipment and services needed by the district. Purchasing must ensure that the goods and services obtained by the district meet the specifications of the users, at the lowest possible cost and within state laws and regulations. School districts may enter into cooperative purchasing agreements with other governmental entities to consolidate buying power and attain the lowest possible price.

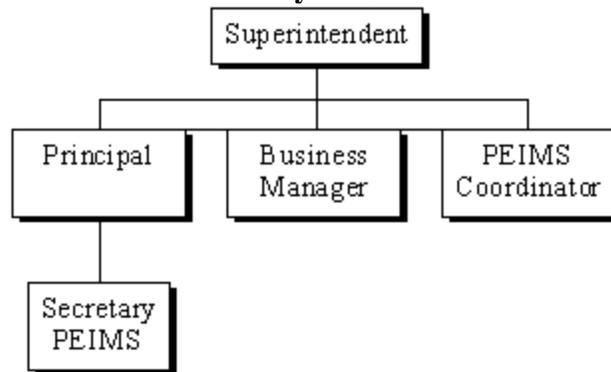
BACKGROUND

KISD's Business manager, who reports to the superintendent and has been with the district 14 years, coordinates the district's financial management function. The Business manager oversees the district's budget process, accounts payables and receivables, payroll, purchasing, banking activities and tax collections. Additionally, the Business manager administers

insurance programs including health, workers' compensation and property insurance.

The Public Education Information Management System (PEIMS) coordinator reports to the superintendent and handles the collection and reporting of district data. The principal's secretary performs general office management duties and assists in PEIMS reporting. **Exhibit 3-1** presents KISD's reporting relationships relating to financial management functions.

Exhibit 3-1
KISD's Financial Management Organization
May 2003



Source: KISD, superintendent.

The district uses the Regional Service Center Computer Cooperative (RSCCC) Finance System accounting software maintained by Regional Education Service Center XII (Region 12) in Waco to process financial transactions. Region 12 serves KISD and its neighboring school districts.

A. FINANCIAL MANAGEMENT (PART 1)

Effective financial management is crucial for school districts to fulfill their mission of providing a free and appropriate education for all district students. School districts' financial operations must comply with federal, state and local laws and regulations. The Texas Education Agency (TEA) requires districts' financial operations to comply with the guidelines of the state's *Financial Accountability System Resource Guide* (FASRG). The FASRG combines requirements for financial management from a variety of sources into one guide for Texas school districts. The 77th Legislature (2001) enacted a law (SB 218) that requires the implementation of a financial accountability rating system for school districts, officially referred to as "School FIRST" (School Financial Integrity Rating System of Texas).

The School FIRST rating system began a transitional implementation for 2002-03 with full implementation of the rating system in 2003-04. School FIRST seeks to achieve improved performance in the management of school districts' financial resources. The rating system will help assess the quality of financial management in Texas public schools and measure and report the extent to which financial resources in Texas public schools are directed to instructional purposes. Other objectives reflect the implementation of a rating system that fairly and equitably evaluates the quality of financial management decisions. After full implementation of the rating system, the district's ratings will be openly reported to the public and to other interested persons and entities.

TEA will base districts' ratings on their numerical scores expressed as the count of indicators that show "No" answers. The four primary levels of ratings are based upon the count of "No" answers. The rating system contains 21 indicators that are assigned equal points. The criteria ratings and scores and KISD's preliminary scores/ratings are presented in **Exhibit 3-2**.

Exhibit 3-2
School FIRST Ratings Criteria and Score/Ratings

Rating	Score (Number of "No" Answers)
Superior Achievement	0 - 2
Above Standard Achievement	3 - 4
Standard Achievement	5 - 6
Substandard Achievement	7 OR

	No to One Default Indicator
Suspended - Data Quality	Serious data quality issues

Source: TEA, School FIRST.

In addition to the point score, failure to meet the criteria for any one of three critical indicators or failure to meet the criteria of both of two additional criteria will result in an automatic rating of "Substandard Achievement." **Exhibit 3-3** details the five critical indicators.

Exhibit 3-3
School FIRST
Critical Criteria Indicators

Criteria Number	Criteria Description	Result of a "No" answer
1	Was the total fund balance less reserved fund balance greater than zero in the General Fund?	Automatic Substandard Rating
2	Were there no disclosures in the annual financial report and/or other sources of information concerning default on bonded indebtedness obligations?	Automatic Substandard Rating
3	Was the annual financial report filed within one month after November 27 th or January 28 th deadline depending on the district's fiscal year end?	Automatic Substandard Rating
4	Was there an unqualified opinion in the annual financial report?	4 AND 5 Automatic Substandard Rating
5	Did the annual financial report not disclose any instance(s) of material weaknesses in internal controls?	4 AND 5 Automatic Substandard Rating

Source: TEA, School FIRST.

KISD received an automatic "substandard achievement" draft rating for 2000-01 (last year available) because the district answered no to indicator 1. The district's total fund balance less reserved fund balance was less than zero (-\$65,321). If the district receives a "substandard achievement" rating in 2003-04, TEA will apply sanctions. Additional sanctions could apply if issues arise relating to data quality. Sanctions could result in the assignment of a financial monitor or master by TEA's Accountability

Department in accordance with Chapter 39 of the Texas Education Code. Additional sanctions could involve an accreditation investigation that could result in specific requirements for improvements in financial management.

Texas school districts receive revenue from three primary sources: local sources, state funding and federal programs. Property taxes provide the primary local source of funds for most school districts, which are based on local property values and the district's tax rate. KISD levies property taxes composed of a maintenance and operations (M&O) component, and an interest and sinking (I&S) component for debt service payments.

The county appraisal district appraises all school districts' property. All school districts in the county adopt a tax rate applied to the assessed value, minus tax exemptions, to determine the amount of taxes levied. Some school districts collect their own taxes and others contract with another entity. The M&O component of the tax cannot exceed \$1.50 per \$100 of assessed property value in most Texas school districts. The voters authorize the I&S component of the tax when they pass a bond issue and this component is limited to \$0.50 per \$100 of assessed property value.

Exhibit 3-4 presents information on the district's taxes for the period between 1998-99 and 2002-03. The delinquent taxes outstanding at August 31, 2002 of \$48,000 represent 5 percent of the 2001-02 levy.

Exhibit 3-4
KISD Assessed Value, Tax Rate, Tax Levy and Tax Collections
1998-99 through 2001-02

	1998-99 Actual	1999-2000 Actual	2000-01 Actual	2001-02 Actual
Assessed property value	\$55,721,757	\$48,323,643	\$57,732,695	\$63,689,059
M&O tax rate	\$1.24	\$1.50	\$1.46	\$1.48
I&S tax rate	\$0.26	\$0.00	\$0.04	\$0.02
Tax rate per \$100 value	\$1.50	\$1.50	\$1.50	\$1.50
Tax levy	\$675,648	\$694,994	\$834,921	\$920,958
Total tax collections & adjustments	\$642,911	\$662,187	\$792,241	\$872,958
Delinquent taxes	\$32,737	\$32,807	\$42,680	\$48,000
Percent collected to levy	95%	95%	95%	95%

Source: KISD, audited financial statements, 1998-99 through 2001-02.

KISD receives funding from the state based on a formula approved by the Legislature. State revenues are determined by complex 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. The funding formula also contains additional funding for programs designed to benefit students with special needs. Revenues from intermediate sources consist of revenues realized from administrative units or political subdivisions, such as counties, municipalities, utility districts, excluding state and federal governmental entities. Federal revenues come primarily from grants.

KISD selected Blum, Chilton, Covington, Jonesboro and Morgan ISDs as peer districts for comparison purposes. **Exhibit 3-5** presents a comparison of budgeted revenue by source for KISD, its peer districts and the state. All of the districts rely on the state for the majority of their budgeted revenues.

Exhibit 3-5
Budgeted Revenues by Source for All Funds
KISD, Peer Districts and State
2002-03

District	Number of Students	Local Revenue	Other Local and Intermediate	State Revenue	Federal Revenue	Total Revenue	Revenue per Student
KISD	309	\$926,942	\$60,030	\$1,273,482	\$70,900	\$2,331,354	\$7,545
Blum	315	\$647,108	\$70,000	\$1,811,361	\$66,500	\$2,594,969	\$8,238
Chilton	384	\$550,715	\$62,380	\$2,218,128	\$148,500	\$2,979,723	\$7,760
Covington	343	\$345,000	\$53,100	\$2,141,450	\$44,700	\$2,584,250	\$7,534
Jonesboro	188	\$455,029	\$83,100	\$909,821	\$35,000	\$1,482,950	\$7,888
Morgan	159	\$542,000	\$34,266	\$898,519	\$88,000	\$1,562,785	\$9,829
State	4,239,911	\$15,224,658,397	\$1,277,976,328	\$11,874,718,623	\$1,013,068,998	\$29,390,422,346	\$6,932

Source: TEA, PEIMS, 2002-03.

The FASRG requires school districts to account for expenditures by the type or object of the expenditure. **Exhibit 3-6** presents budgeted expenditure information as a percentage of the total for KISD, its peer districts and the state by object code description for 2002-03. KISD exceeds peer averages and the state averages for payroll expenses.

Exhibit 3-6
Budget Allocations by Object Code Description for All Funds

School Leadership (23)	4.2%	6.5%	5.4%	7.5%	3.0%	5.6%	5.3%
Support Services-Student (31,32,33)	2.9%	2.2%	2.1%	0.2%	2.2%	0.1%	4.0%
Student Transportation (34)	3.5%	4.2%	1.2%	4.5%	3.9%	1.8%	2.6%
Food Services (35)	5.3%	5.0%	6.8%	4.4%	5.9%	6.9%	4.9%
Co-curricular/ Extracurricular Activities (36)	4.4%	2.4%	3.6%	4.0%	2.9%	2.6%	2.3%
Central Administration (41, 92)	7.8%	7.6%	9.1%	8.9%	10.5%	10.5%	3.6%
Plant Maintenance and Operations (51)	10.5%	9.1%	9.3%	9.6%	10.7%	9.0%	10.0%
Security and Monitoring Services (52)	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.6%
Data Processing Services (53) ***	3.5%	0.0%	0.0%	0.0%	0.0%	0.0%	1.2%
Other**	4.2%	13.5%	6.4%	5.6%	7.2%	17.6%	10.9%
Total Budgeted Expenditures*	100.0%						

Source: TEA, PEIMS, 2002-03.

*Totals may not add to 100 percent due to rounding.

**Other includes any operating expenditures not listed above and all non-operational expenditures, such as debt services, capital outlay and community and parental involvement services.

***Comprised of salaries and benefits for Business manager and PEIMS coordinator, software and support contract services, and copier and supplies.

Exhibit 3-8 presents KISD's actual general fund revenues and expenditures for 1999-2000 through 2001-02.

Exhibit 3-8
KISD Financial Information - General Fund Only
1999-2000 through 2001-02

	1999-2000 Actual	Percent	2000-01 Actual	Percent	2001-02 Actual	Percent
REVENUES						
Total Local & Intermediate Sources	\$742,052	35%	\$859,177	38%	\$946,543	41%
State Program Revenues	1,363,522	65%	1,424,543	62%	1,371,940	59%
Federal Program Revenues	0	0%	2,545	0%	16,867	1%
Total Revenues	\$2,105,574	100%	\$2,286,265	100%	\$2,335,350	100%
EXPENDITURES						
Instruction	\$1,118,463	53%	\$1,120,326	51%	\$1,166,793	53%
Instructional Resources & Media	70,711	3%	73,546	3%	45,359	2%
Curriculum/Staff Development	9,598	0%	8,820	0%	2,829	0%
School Leadership	70,989	3%	85,480	4%	85,113	4%
Guidance Counseling Services	42,502	2%	43,004	2%	41,301	2%
Health Services	16,745	1%	18,451	1%	18,362	1%
Transportation (Student)	63,656	3%	73,693	3%	67,862	3%
Co-curricular/Extracurricular	100,745	5%	89,221	4%	91,217	4%
General Administration	128,184	6%	139,224	6%	120,296	5%
Plant Maintenance/Operations	190,818	9%	249,924	11%	228,999	10%
Data Processing Services	56,076	3%	62,800	3%	67,252	3%
Debt Service	129,245	6%	129,067	6%	128,042	6%
Capital Outlay	32,553	2%	5,440	0%	0	0%

Intergovernmental Charge	96,750	5%	118,745	5%	144,273	7%
Total Expenditures	\$2,127,035	100%	\$2,217,741	100%	\$2,207,698	100%

Source: KISD, audited financial statements, 1999-2000 through 2001-02.

FINDING

KISD has not developed a general fund management plan or a board policy to manage the district's fund balance. The district operated with a deficit fund balance from 1997-98 through 2000-01.

Fund balance equals the difference between the fund's assets and liabilities. It represents the remaining amount a fund would have after liquidating all assets and satisfying all liabilities. The undesignated fund balance is the portion not restricted by law or board policy that can be spent for any lawful purpose. **Exhibit 3-9** provides a historical summary of KISD's undesignated fund balance, which shows a negative fund balance for four out of six years and a positive balance of \$59,331 in 2001-02.

Exhibit 3-9
KISD's Undesignated General Fund Balance
1997-98 through 2001-02

Fiscal Year	Undesignated Fund Balance at August 31	Following Year's Unrestricted Expenditures and Transfers	Percentage of Fund Balance to Expenses*
1996-97	\$739,482	\$2,887,197	0.0%
1997-98	(\$111,453)	\$2,077,561	0.0%
1998-99	(\$169,625)	\$2,173,485	0.0%
1999-2000	(\$131,848)	\$2,217,738	0.0%
2000-01	(\$65,321)	\$2,207,698	0.0%
2001-02	\$59,331	\$1,913,789	3.1%

Source: KISD, audited financial statements, 1997-98 through 2001-02. *Percentage is shown as 0 if negative.

Contributing to the deficits were: overestimated, and later, unadjusted enrollment projections, which resulted in district repayments to TEA from

1998-99 to 2001-02; major construction project cost overruns for a gym and new classrooms that the district paid for using fund balance; and lax monitoring of expenditures.

A. FINANCIAL MANAGEMENT (PART 2)

School districts receive funding from the state based on a two-year enrollment projection. As enrollment drops, the amount of the revenues received from the state declines. KISD's enrollment projections ranged from an overestimate of 33 students for 1998-99 to an overestimate of 17 students in 2001-02. As a result of these projections, the district received more state allotment than it actually earned. KISD had to repay TEA for the excess funds received: \$219,910 in 1998-99; \$365,840 in 1999-2000; \$203,140 in 2000-01 and \$132,218 in 2001-02.

In 2000-01, KISD began constructing a gym and new classrooms at an estimated cost of \$1.3 million. When construction costs overran the initial estimate, the district borrowed \$470,000 from the Texas Association of School Boards (TASB) on May 14, 1997 to finish the gym. On August 22, 1997, the district purchased real property for an athletic facility for \$100,000, \$73,785 of which was financed by the owner payable in annual installments of \$14,757 at an 8 percent annual interest rate. The district paid the TASB loans in full during fiscal 2002. The superintendent said that he felt pressured by the community and others to invest funds in athletic equipment and facilities.

TEA reviewed the financial status of the district each year. The superintendent said that TEA visited KISD in November 2002 after the deficit fund balance was reported in the annual audited financial statements for 2000-01. The August 31, 2002 fund balance is 3.1 percent of adopted budget expenditures for 2002-03. TEA sent KISD a letter in March 2003 acknowledging the positive fund balance for fiscal 2002. The superintendent projects a positive balance of \$250,000 for fiscal 2003. TEA also estimated that it owed the district an additional \$104,049 for 2002-03, which it will pay in September 2003.

KISD recovered from the deficit balance by conservatively estimating student enrollment; reducing staff through attrition; increasing the number of grants; and monitoring its expenditures. The district did not, however, institutionalize these procedures, or implement other budgetary and financial controls. Controls to manage the fund balance and capital expenditures require effective formal policy and procedures.

Sound financial management practices dictate that school districts accumulate and maintain adequate levels of undesignated, unreserved fund balances in the general fund to ensure their ability to finance monthly operating expenditures throughout each fiscal year. Christoval ISD implemented financial and budgetary controls and used TEA's fund balance formula to control its expenditures and maintain a three month recommended positive fund balance.

Recommendation 10:

Establish a general fund management policy and plan.

KISD should develop a general management plan as recommended by TEA to maintain adequate funds and to properly manage district operations. Elements of a cost savings identification system should include:

- an identification of peers to serve as the basis of comparison;
- the formalization of a schedule to present the board and administration with analysis of cost deviation;
- a mechanism to enact measures to improve the district's financial management based on comparative analysis; and
- a means to review and implement best financial practices.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the superintendent to create a draft plan to create a process to systematically and consistently identify, analyze and implement cost savings.	September 2003
2.	The superintendent drafts and presents a plan to the board.	November 2003
3.	The board reviews, edits and comments on the plan to give the superintendent additional direction.	November 2003
4.	The superintendent makes changes based on additional board guidance and presents final draft at regular board meeting.	December 2003
5.	The board approves the plan and instructs the superintendent to enact its provisions.	December 2003
6.	The superintendent implements the plan.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

KISD does not have a formal, documented budget calendar to aid the district in financial planning, and the budget document omits narrative explanations to clarify district goals and priorities. Since financial resources are more limited in small districts, a budget calendar and formal budget document provide critical tools to monitor even small changes in

financial matters or student enrollment figures, which can have a dramatic impact in the district's overall financial condition.

According to the Business manager, the district's budget preparation process begins in January when the superintendent requests input from staff members regarding their projected school, programmatic or departmental needs for the next fiscal year. In March, KISD signs contracts with teachers. Following this, the Business manager begins calculating payroll expenditures. During May and June, the Business manager fills in the other expenditures. In July, the district begins calculating state and local revenue.

In July and August, the district conducts board budget planning workshops. During this time, the board also review the strategic plan and available excess funds. KISD holds the final budget hearing in August, and then the board adopts the final budget.

KISD's Business manager enters the budget information into the RSCCC system. The superintendent documents the expenditures and revenues budget on the computer-generated budget worksheet and presents the proposed budget document to the board for approval. The board also reviews and approves or rejects budget amendments.

A budget calendar shows, at a glance, all the steps necessary to develop and adopt the budget within the time established by law. Although a district modifies its formal budget calendar each year to show actual dates, the calendar guides the superintendent and board use from year to year to ensure the continuity of the process. Without a budget calendar, important dates might be missed or important tasks overlooked or performed out of sequence.

KISD's budget document contains numbers including estimated revenue and expenditures, but does not include narrative discussion. The budget document, made up of bound pages of computer-generated worksheets, is a standard report from the district's financial system. Each page is similar to the information in **Exhibit 3-10**, which shows an extract of the general operating fund.

Exhibit 3-10
Excerpt from KISD Annual Budget Document
2002-03

COBJ SO ORG PROG	Description	Last Year Closing Amount	This Year Original Bud	This Year Actual	Next Year Budget	Percent Inc/Dec
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5711 00 000 300000	Taxes-Current Year Levy	\$100	\$90	\$85	\$95	0.0%
5711 00 000 300000	Taxes-Current Year I & S	\$10	\$5	\$9	\$5	0.0%

Source: KISD, annual budget document.

Typically, a budget document includes an executive summary or overview of district goals, priorities or objectives, reasons for major changes or trends in revenue or expenditure items. Trend analyses help the stakeholders understand why the changes in the budget occur. A budget document has three major purposes: 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 district's inner workings.

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. The following is a list of sample criteria for ASBO-certified budget documents:

- table of contents that identifies major budget sections;
- executive summary that presents an overview of key initiatives and financial priorities;
- background and current information about the district, its mission and its goals;
- organization chart;
- overview of the budget process; and
- graphs and charts to facilitate understanding and illustrate key financial information.

Many school districts across the country use the criteria to apply for awards these organizations grant, but some use it primarily to improve their budget document's content, format and presentation. School districts have an opportunity to "tell their story" when their budgets communicate what is behind and beyond the numbers.

Recommendation 11:

Strengthen KISD's budget process by developing a budget calendar and adding narrative explanations to the budget document.

KISD should develop a budget calendar and incorporate the budget criteria recommended by ASBO that includes an executive summary, district's mission and goals, narratives, trend analyses (graphs and charts) to enhance the budget process.

KISD should establish a specific timeframe for budget development and communicate it among key stakeholders such as the superintendent, Business manager and board members. This will enable those involved in the process to more effectively plan for their involvement in developing the district's budget.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Business manager develops a calendar for the budget process.	September 2003
2.	The Business manager adds narrative explanations to the budget document.	November 2003
3.	The Business manager submits budget calendar and the enhanced budget document to superintendent for approval.	November 2003
4.	The superintendent approves and submits the budget calendar and document to the board for approval.	December 2003 and Annually
5.	The superintendent distributes the budget calendar to district employees and makes the calendar available to the public.	December 2003 and Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not operate under a strong system of internal controls. Some internal control weaknesses result from a lack of segregation of duties and others from a non-existent or poor control structure. As is the case in many small districts, the Business manager performs all of the district's financial activities, including accounts receivable, accounts payable, purchasing, payroll and banking, as well as human resources activities, with no other checks and balances of the transactions. In a small district, one employee typically handles multiple duties. However, compensating controls ensure proper check and balance of transactions and to safeguard assets.

One example of segregation of duties weakness involves the Business manager depositing district cash receipts and preparing bank reconciliations, which are not reviewed and approved by anyone. By allowing the same person to record revenue and then determine that the bank received and recorded revenue during the reconciliation process, the district has no controls to ensure the revenue was actually deposited.

Another segregation of duties weakness involves having the Business manager process purchase requisitions and purchase orders; place orders with the vendors; process purchasing receipts and vendor invoices; and print vendor checks. The Business manager does submit purchase orders to the superintendent who reviews the budget for available funds and approves the order request if funds are available. However, no one cancels or perforates vendor invoices to indicate that an invoice has been paid. The accounting system does not check for duplicate invoice payments, which could result in invoices being paid twice unless the invoice is properly cancelled. Furthermore, the Business manager maintains the master vendor file enabling him to add or delete vendors or employees.

An example of internal control weakness concerns the Business manager not adequately controlling access to cash, blank check stock and check-signing stamps. Although district policy requires two signatures on each check, the Business manager uses facsimile signature stamps of the board president and board secretary for the second signature. Consequently, no other check signer performs any review or validates disbursements.

In addition, the district does not secure cash or blank check stock in a fireproof safe. The Business manager stores the two check signature stamps used to sign district checks in his unlocked desk drawer. The signature stamps represent the signatures of the board president and board secretary. In a worse case scenario, an individual might obtain a check, type an amount on the check and stamp the check with a signature enabling him or her to present an unauthorized check for payment at the district's depository.

In the food service area, two employees have access to the cafeteria storage room in which the department maintains daily receipts not deposited.

The Business manager does not make daily deposits of cash receipts for cafeteria sales and other sources. The manager keeps the money in the Business office file room. The superintendent, Business manager and PEIMS coordinator have a key to the storage room in which blank check stock is stored. Although the cafeteria manager prepares the cafeteria deposit daily, the district only makes deposits twice a week. Average daily collections equal \$300 to \$400. On the days that the money is not

deposited, it is locked in a non-fireproof filing cabinet in the cafeteria. In addition, the cafeteria manager submits deposit slips and cash with no supporting cash receipts report to the Business manager. The deposit slips and cash are not maintained in a locked cash bag.

The Business manager does not receive packing slips or other receipt documentation consistently from the faculty for goods received before invoices are paid, presenting another internal control weakness. Goods ordered by the teachers or principal are delivered to the principal's office. This results in inefficiency when processing invoices for payment because no matching support document exists to validate payment of invoices.

Although no problems were noted during the review, KISD is susceptible to loss, error and theft because of the lack of segregation of duties and proper internal controls. Management practices that do not segregate duties make it easier for improprieties, inaccurate financial reports or loss of assets to occur. Strong internal controls enable school districts to ensure resources are available and properly used.

Recommendation 12:

Establish a system of internal controls to safeguard assets.

The Business manager should identify duties that can be delegated to other staff with review and approval by the Business manager or superintendent. In addition, the Business manager should revise procedures to ensure the check signing stamps are properly secured when not in use. The district should also obtain a fireproof safe to store cash and restrict access to the safe, such as the superintendent, the principal the business manger and/or the cafeteria manager. Deposits should be made daily or locked in the secure, fireproof safe. Storage room keys should be given only to the superintendent and the Business Manager.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and Business manager establish a plan to segregate duties associated with accounts receivable, accounts payable, purchasing, payroll and banking functions to eliminate internal control weaknesses.	September 2003
2.	The superintendent documents the reassigned duties and responsibilities.	October 2003
3.	The Business manager develops specifications for a fireproof safe and submits it to the superintendent for approval.	October 2003
4.	The Business manager contacts several companies that sell	October 2003

	fireproof safes and solicits bids.	
5.	The Business manager selects the vendor and purchases the fireproof safe.	November 2003
6.	The superintendent implements and enforces the assigned responsibilities.	November 2003 and Ongoing
7.	The Business manager secures cash and blank check stock in the fireproof safe.	Daily

FISCAL IMPACT

The fireproof safe will cost the district \$320.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Establish a system of internal controls to safeguard assets.	(\$320)	\$0	\$0	\$0	\$0

FINDING

KISD lacks formal procedures manuals that outline duties for the financial activities. The financial activities in the Business Office include accounting, purchasing, payroll, accounts receivable and accounts payable. The district has no documented system to ensure accurate financial reports and the safeguarding of assets. Without such written procedures, KISD cannot continuously and consistently measure the effectiveness and efficiency of its procedures or improve its processes. Also, with so much of the business function invested in a single individual, the district could be at serious risk if this person left the district or was unable to continue to fulfill their duties for whatever reason. Documentation can protect this institutional knowledge and ensure that business functions could be continued should this individual not be available or need assistance to complete the tasks.

Procedures manuals enable an organization to continue critical functions in the event of staff absences or departures. Written procedures manuals provide a basis for evaluating and improving district processes, as well as training new staff or providing cross training information.

Texas Association of School Business Officials (TASBO) has a number of resources that districts can use to structure their manuals for accounting, payroll and accounts payable functions.

Recommendation 13:

Develop written operating procedures for all of the district's financial activities.

Initially using TASBO as a resource guide, KISD Business manager should develop written operating procedures to establish an operating procedures manual. The Business manager should use staff to assist in documenting procedures performed by them.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent instructs the Business manager to develop operating procedures for all financial activities, including daily, weekly, monthly and annual procedures.	October 2003
2.	The Business manager and staff document operating procedures as a department procedures manual.	November 2003 - December 2003
3.	The superintendent approves the procedures manual.	January 2004
4.	The Business manager updates the manuals for changes in processing routines and legal requirements as needed.	Ongoing

FISCAL IMPACT

The recommendation can be implemented with existing resources.

B. ASSET AND RISK MANAGEMENT

Risk management is an essential part of school district operations. Rising costs for health, property and liability insurance coverage require administrators to implement and maintain cost containment programs. Successful risk management programs start with strong support from the governing board, superintendent and senior financial administrators. Commitment from upper management to the fundamental goals of risk management is essential if risk management practices are to be effective.

Sound risk management involves:

- analyzing alternatives for insurance coverage such as self-insurance and other industry trends;
- analyzing insurance plans including deductible amounts, co-insurance levels and types of coverage provided;
- assessing hazards and implementing programs to minimize exposure to potential losses; and
- continuously monitoring to ensure the district complies with various laws and regulations.

KISD manages most risks through insurance programs consisting of group health care and employee benefit plans, workers' compensation insurance and property and casualty insurance. **Exhibit 3-11** summarizes KISD's insurance contribution and coverage.

Exhibit 3-11 TASB Risk Management Fund Contribution and Coverage Summary Fiscal 2003

Type	Deductible Per Occurrence	Annual Contribution
Property	\$2,500	\$20,750
Equipment Breakdown	\$1,000	\$500
Liability-General	\$2,000	\$750
Liability-School Professional Legal	\$2,000	\$3,200
Vehicle Coverage*	\$500	\$3,369
Crime-\$25,000 limit	\$250	\$140

Source: TASB, Insurance Endorsement, April 2003.

**Deductible per occurrence or per vehicle.*

Health care costs represent one of the most difficult challenges facing public and private organizations today--especially in Texas. Recognizing the crises and its impact on school districts, the 2001 Legislature passed House Bill 3343, which created a statewide health insurance program in which districts with fewer than 500 employees must participate. The program, administered through the Teacher Retirement System of Texas (TRS), is known as TRS-ActiveCare. Through TRS-ActiveCare, public education employees will have access to state subsidized health care as well. Effective September 1, 2002, 870 entities began participation in TRS-ActiveCare. This includes school districts, charter schools, regional education service centers and other educational districts. An additional 108 entities will begin participating at a later date, upon termination of their current contract.

Since KISD has less than 500 employees, it will begin mandatory participation in TRS-ActiveCare September 1, 2003. KISD contributed \$90 per month per employee for health insurance premiums in 2001-02 and 2002-03. With TRS, the cost will increase to \$225 per month. The district's total insurance premium for fiscal 2002 was \$35,627.

Exhibit 3-12 summarizes KISD's workers' compensation coverage.

Exhibit 3-12
Workers' Compensation Analysis
Claims as of February 28, 2003

Plan Year	Loss Fund	Incurred Claims	Sharing	Total Claims	Fixed Cost	Total Cost
2002-03	\$11,681	\$0	\$0	\$0	\$6,716	\$6,716
2001-02	\$13,044	\$145	\$677	\$82	\$7,491	\$8,313
2000-01	\$12,452	\$171	\$3,658	\$3,829	\$7,379	\$11,208
1999-2000	\$13,980	\$0	\$8,023	\$8,023	\$6,815	\$14,838

Source: Claims Administrative Services, Inc.

TEA defines fixed assets as purchased or donated items that are tangible with a unit cost of greater than \$5,000 and a useful life of more than one year. Governmental Accounting Standards Board (GASB) Statement 34 requires districts to depreciate fixed assets, increasing the importance of the fixed asset management system. KISD implemented a new financial reporting model, as required by the provisions of GASB Statement 34 as of August 31, 2002. Planning and control of fixed asset transactions is crucial to the long-range financial plan of the district. Accurate information concerning the district's fixed assets is essential to ensure the

district has adequate insurance coverage and the information necessary to file a claim if a loss occurs. **Exhibit 3-13** presents information on KISD's fixed assets.

**Exhibit 3-13
KISD Fixed Assets
2001-02**

Asset Type	August 31, 2002 Balance
Land	\$210,489
Buildings, net	\$1,544,777
Furniture and Equipment, net	\$95,180
Land improvements, net	\$186,032
Total	\$2,036,478

Source: KISD, audited financial statements, 2001-02.

In addition, Texas school districts must comply with TEC, Chapter 45, Subchapter G when they select the district's depository bank.

FINDING

KISD does not have a rotation policy for the external auditors. The district has had the same external auditing firm since 1998-99 and has not issued a request for proposal (RFP) for auditing services during this timeframe. The audit firm headquartered in Fort Worth, Texas performed KISD's annual financial and compliance audit for fiscal years 1998 through 2002, resulting in unqualified opinions (no major problems, errors or irregularities). The audits cover the period between September 1 of the previous calendar year and August 31 of the next year. **Exhibit 3-14** summarizes the findings from the last three audits.

**Exhibit 3-14
Findings of Last Three External Audits
1999-2000 through 2001-02**

	2001-02	2000-01	1999-2000
Reportable Conditions	None	None	None
Noncompliance	None	None	None

material to the financial statements			
Findings	<ul style="list-style-type: none"> • None • Several board members did not have the required number of continuing education hours for the year ended August 31, 2002. 	<ul style="list-style-type: none"> • Deficit fund balance in the general fund and football field trust fund. • One board member did not have the required number of continuing education hours. • One board member did not return the written statement that he knows the contents of the nepotism law and the conflict of interest law. 	<ul style="list-style-type: none"> • Deficit fund balance in the general fund. Expenditures exceeded the budget in several functional categories. • One board member did not return the written statement that he knows the contents of the nepotism law and the conflict of interest law.

Source: KISD, audited financial statements, 1999-2000 through 2001-02.

The Texas Education Code (TEC) Section 44.008 requires school districts to undergo an annual external audit performed by a certified public accountant. The audit must comply with GAAP (generally accepted accounting principles). The scope of the financial external audit provides the board reasonable assurance that the district's statements fairly present its financial condition.

External audits provide a review of the district's compliance with established standards and practices. They also supply the following information: an annual financial and compliance report; an examination of

the expenditure of federal funds (as applicable); and a report to management on internal accounting controls (as applicable). Since the district does not perform an internal audit, it must rely upon the external auditor to provide it with independent assessments of its financial condition.

State and federal laws do not require an RFP to be issued for audit services; however, RFPs for auditing services provide school districts the opportunity to assess and compare the expertise of audit firms and select the one that can provide them with the best professional service.

The district's long-standing relationship with its auditors does not violate any laws or TEA guidelines but can create a perception in the public's mind that the auditors lack independence. Auditing standards require auditors to maintain independence so that the public will know the auditor's opinions, conclusions, judgments and recommendations are impartial.

FASRG prescribes a model audit RFP that is designed to provide both the district and the auditing firm the information necessary to understand and evaluate the services performed. The Government Finance Officers Association, a national organization that seeks to improve the quality of governmental accounting, auditing and reporting, published an Audit Management Handbook to help governments procure quality audit services. The handbook suggests 24 steps to preparing an RFP that meets the needs of the governmental entity as well as the proposing firm.

Recommendation 14:

Develop an external auditor request for proposal policy to ensure that external auditors are rotated at least every five years.

The district should issue a RFP for auditing services at least every five years to widen its choices and allow other firms the opportunity to bid on the contract, provide assurances to the community of the auditor's independence and ensure competitive audit costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the Business manager to draft a policy requiring the selection of a new auditing firm every five years.	October 2003
2.	The superintendent reviews and approves the draft policy.	October 2003
3.	The superintendent presents the policy to the board for adoption	November

	and use in future years.	2003
4.	The Business manager begins the process to hire a new audit firm every five years to comply with district policy.	January 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

C. PURCHASING

An effective purchasing system allows a school district to provide quality materials, supplies and equipment in the right quantity in a timely, cost-effective manner. Section 3 of the FASRG describes purchasing as a major management process with links to overall accountability initiatives. The FASRG describes these links as:

- **strategic link** (purchasing uses available fiscal resources to obtain the maximum product or service for the resources expended);
- **operational link** (purchasing supports instructional delivery, administration and other services; performance and goal achievement throughout the school district depend on its effectiveness); and
- **tactical link** (the purchasing process influences day-to-day financial functions including budget management, accounting, and accurate financial reporting).

The FASRG also enumerates several factors that present challenges to the purchasing function in public schools, including numerous compliance requirements. Texas school districts must comply with the Texas Education Code (TEC), Chapter 44, Subchapter B in the procurement of goods and services. **Exhibit 3-15** presents a summary of the purchasing requirements in TEC Chapter 44.

**Exhibit 3-15
TEC Chapter 44 Purchasing Requirements**

	Purchases of or More Than \$25,000	Purchases of Personal Property Between \$10,000 and \$25,000
Procurement methods	<ul style="list-style-type: none"> • Competitive bidding • Competitive sealed proposals • Request for proposals • Catalog purchases • Interlocal contracts 	Use methods for purchases at or more than \$25,000 or Obtain quotes from the vendor list established by the district
Exceptions	<ul style="list-style-type: none"> • Produce and vehicle fuel • Sole source • Professional services 	Produce and vehicle fuel must be purchased using the purchasing methods above

	<ul style="list-style-type: none"> • Emergency repairs 	
Factors to consider	<ul style="list-style-type: none"> • Purchase price • Vendor reputation • Quality of goods or services • District's needs • Vendor's past performance • Historically underutilized businesses • Long-term cost • Other relevant factors 	Lowest responsible bidder

Source: TEC, Sections 44.031 through 44.033.

KISD participates in the Texas Building and Procurement Commission's Cooperative Purchasing program.

The district's purchasing policies require that all purchases valued at \$25,000 or more in the aggregate for each 12-month period, except purchases of produce or vehicle fuel, be made by competitive bidding, competitive sealed proposals, requests for proposals, catalog purchases, interlocal agreements and state purchasing or cooperative purchasing programs. Board policy further requires that all purchases that cost (or aggregate to a cost of) \$10,000 a year or more must have board approval before a transaction can take place. During 2001-02, the district purchased approximately \$148,019 in goods and services.

FINDING

KISD does not have formal contracts with any of the vendors that provide critical services to the district. The superintendent said that contracts were not available with all service contractors including cabling and wireless services. In addition, the district does not maintain formal vendor performance evaluations to determine if vendors provide adequate and expected services/goods to the district.

KISD executed five-year lease agreements for the district's copiers that are not under state contracts and are non-cancelable. One of the lease agreements expires in August 2003. KISD is positioned to competitively

bid or obtain a rental under a state contract to identify possible cost savings.

Recommendation 15:

Execute formal vendor agreements, maintain vendor performance evaluations and competitively bid contracts, including termination provisions.

By executing formal vendor agreement and performance evaluations, and competitively bidding contracts, the district will better ensure that it receives the best service at the best value.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent develops agreements and presents them to the board for approval as needed.	October 2003
2.	The superintendent executes contracts with the vendors.	October 2003
3.	The Business manager maintains periodic follow up to ensure vendors comply with the agreements.	November 2003
4.	The Business manager reviews all lease agreements and identifies the ones that will expire soon.	November 2003
5.	The Business manager submits RFPs for competitive bids and obtains prices under state contracts.	November 2003
6.	The superintendent and board approve the most competitive contract with termination provisions.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Business manager uses manually prepared requisitions as the purchase order instead of generating automated purchase orders available in its financial accounting system. The district uses the RSCCC financial accounting system provided through Region 12, but not all of its available capabilities. The district uses the RSCCC system to encumber purchase orders and to pay invoices but does not use the system's automated requisition or purchase order capabilities. Faculty and staff manually submit purchase requests.

The Business manager verifies availability of funds, obtains proper approval and initiates the competitive bidding process, as applicable. After tabulating bids and identifying a winning bidder, the board approves the award, and the Business manager manually assigns a purchase order number and submits the order to the approved vendor. The RSCCC software used by KISD has a purchasing module that can issue electronic purchase orders and encumber the budgeted funds when the purchase order is issued.

The inefficient manual process requires the Business manager to handle the requisition documents and enter data in the financial system more than once. For example, the Business manager has to check the system for available funds and obtain a purchase order number. At this time, the Business manager does not enter the requisition information but later enters the purchasing information to encumber funds. Also, the Business manager manually assigns purchase order numbers to approved and processed requisitions.

Region 12 has begun implementing the latest version of RSCCC in school districts. The new version includes a real-time relational database, data access using compliant software, update and read-only security at the control of the district and Windows-based screens with online help. These features will improve the user's ability to process and protect data as well as communicate and share information. However, Region 12 anticipates 12 months will be needed to implement the program in all districts serviced. KISD uses the RSCCC version 9.0 released in April 2002.

Recommendation 16:

Use the purchasing module of the financial system to enhance the purchasing process.

The Business manager should ensure that the district takes full advantage of the electronic capabilities of the financial system's purchasing module. The purchasing module capabilities will reduce the Business manager's workload and provide a more up-to-date status of purchasing, budget and financial transactions. The budget manager should create computer-generated purchase orders and allow the system to pre-number purchase orders.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent identifies the district's automated purchasing needs and determines the financial system's purchasing capabilities.	January 2004
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2.	The superintendent works with the Business manager to develop processes that use the financial system's automated capabilities.	February 2004
3.	The superintendent documents purchasing and accounts payable procedures to include the use of the automated purchasing and accounts payable capabilities of the financial system and distributes to all district staff involved in the purchasing and accounts payable processes.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4

OPERATIONAL MANAGEMENT

This chapter reviews the operational management functions of the Kopperl Independent School District (KISD) in the following sections:

- A. Food Services
- B. Facilities
- C. Transportation

Efficient, effective school operations and quality student services support a school district's educational mission. Meals must be nutritious, appealing and available to all regardless of economic status. Facilities must be adequately planned to accommodate projected student enrollment, effectively managed to create an environment conducive to learning, energy efficient and appropriately maintained to ensure student and employee safety. Student transportation must be safe and deliver children in a timely manner to and from school and extracurricular activities.

BACKGROUND

KISD's superintendent oversees the Food Services Department, the Transportation Department and all Facilities functions, excluding custodial operations, which is handled by KISD's principal. The Food Services Department has a Food Services director, two full-time cooks and one part-time cook to prepare and serve meals. The Facilities Department includes two full-time custodians, as well as two full-time maintenance employees, who split their time between maintenance and transportation duties. Additionally, the Transportation Department employs five drivers.

A. FOOD SERVICES (PART 1)

The mission of a school district's food services program is to provide an appealing and nutritious breakfast and lunch to students and to operate on a cost-recovery basis. A number of factors are used to evaluate the efficiency and effectiveness of a school district's food services operation. These include a high ratio of meals per labor hour (MPLH), minimization of food cost and waste, maximum participation in breakfast and lunch programs, high nutritional value and variety of meals, minimal wait times for student service and financial self-sufficiency.

The National School Lunch Program was authorized in 1946 by the U.S. Congress to safeguard the health and well being of the nation's school children and to encourage the consumption of domestic agricultural products. The food services program is funded through a combination of federal subsidies for students from low-income families and from students who pay for the meals. The federal government also provides schools with food commodities through the U.S. Department of Agriculture.

KISD participates in the National School Breakfast Program (NSBP) and the National School Lunch Program (NSLP). KISD receives federal reimbursement funds and donated USDA food commodities for each meal it serves that meets federal requirements. The National School Lunch Act authorizes the NSBP and NSLP to provide free and reduced-price 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 rate receive a free meal. The federal poverty level for a four-person family in 2003 is \$18,400, as determined by the U.S. Department of Health and Human Services Poverty Guidelines.

To receive federal reimbursement income as a participant in NSLP, free or reduced-price lunches must be offered to all eligible children. The meals served also must meet the Dietary Guidelines for Americans, which recommend that no more than 30 percent of the meals' calories come from fat and less than 10 percent from saturated fat. School lunches must provide one-third of the reference daily intake for protein, Vitamin A, Vitamin C, iron, calcium and calories. School lunches must meet federal nutrition requirements, but decisions about which foods are served and how they are prepared are made by the Food Services Department. The USDA works with TEA and the Food Services Department to teach and motivate children to make healthy food choices.

Exhibit 4-1 shows the nine *Standards of Excellence* for evaluating school food services programs, as identified by the Texas School Food Services

Association (TSFSA), a professional organization for school food services employees.

Exhibit 4-1
TSFSA Standards of Excellence

Standard	Description
1	School food service administration identifies and meets current and future needs through organization, planning, direction and control.
2	School food service maintains financial accountability through established procedures.
3	School food service meets the nutritional needs of students and promotes the development of sound nutritional practices.
4	School food service maintains a safe and sanitary environment.
5	School food service provides appetizing, nutritious meals through effective, efficient systems management.
6	School food service encourages student participation in food service programs.
7	School food service provides an environment that enhances employee productivity, growth, development and morale.
8	School food service promotes a positive image to the public.
9	School food service measures success in fulfilling regulatory requirements.

Source: TSFSA Web site www.tsfsa.org, April 2003.

Exhibit 4-2 shows the number of economically disadvantaged students at KISD and its peers.

Exhibit 4-2
Economically Disadvantaged Students
KISD and Peer Districts
2002-03

District	Eligible for Free Meals	Eligible for Reduced-Price Meals	Total Economically Disadvantaged
Blum	40.9%	9.1%	50.0%
Chilton*	70.6%	8.9%	79.4%

Covington	26.5%	14.6%	41.1%
Jonesboro	22.1%	17.9%	40.0%
Morgan	78.3%	9.3%	87.6%
KISD	45.3%	7.4%	52.8%
Average without KISD	47.67%	11.95%	59.62%

Source: TEA, *Economically Disadvantaged Status Reports, 2002-03*.
 *The most current data available is for 2001-02.

The Food Services director typically collects student monies. Those children who qualify for free and reduced-price meals are flagged in NutriKids, the district's point-of-sale computer program. The computer automatically alerts the cashier that a particular student participates in the free or reduced-price program, which protects the student's privacy.

KISD's Food Services Department consists of a director, two full-time employees and one part-time employee. The Food Services director reports directly to the superintendent. All Food Services employees rotate cooking duties on a weekly basis. For example, an employee will be the meat cook one week, the vegetable cook the next week and the bread cook on the third week. The Food Services director does this to ensure that each employee is familiar with all duties in case of a prolonged employee absence. It also provides employees with some variety. Additionally, each cook has other assigned responsibilities, such as wiping down the milk box, sweeping the kitchen and dishwashing. After serving breakfast and lunch, all four cafeteria employees clean the kitchen and cafeteria.

The review team surveyed KISD's faculty and students for input regarding the Food Services program. **Exhibit 4-3** shows 56 percent of all teachers responding to the survey agree that the cafeteria's food looks and tastes good, but almost 73 percent of students disagree.

Exhibit 4-3
KISD Stakeholder Opinion Survey Results

Survey Question - The cafeteria's food looks and tastes good.					
Respondent Category	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Teachers	0.0%	55.6%	22.2%	11.1%	11.1%
Students	0.0%	27.3%	0.0%	54.5%	18.2%

Source: TSPR, Stakeholder Surveys, April 2003 and Student Survey, May 2003.

Exhibit 4-4 shows that 73 percent of all students responding to the survey agree that food is served warm.

**Exhibit 4-4
KISD Stakeholder Opinion Survey Results**

Survey Question - Food is served warm.					
Respondent Category	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Teachers	0.0%	66.7%	22.2%	0.0%	11.1%
Students	18.2%	54.5%	18.2%	9.1%	0.0%

Source: TSPR, Stakeholder Surveys, April 2003 and Student Survey, May 2003.

Exhibit 4-5 shows that 82 percent of all students and 79 percent of all teachers responding to the survey felt that the cafeteria facilities are sanitary and neat.

**Exhibit 4-5
KISD Stakeholder Opinion Survey Results**

Survey Question - Cafeteria facilities are sanitary and neat.					
Respondent Category	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Teachers	11.1%	67.7%	0.0%	11.1%	11.1%
Students	27.3%	54.5%	9.1%	9.1%	0.0%

Source: TSPR, Stakeholder Surveys, April 2003 and Student Survey, May 2003.

Exhibit 4-6 shows food service revenue by fund type for KISD and its peer districts for 1999, 2000 and 2001.

**Exhibit 4-6
Food Services Revenue by Local, State and Federal funds
KISD and Peer Districts**

	1999			2000			2001		
District	Local	State	Federal	Local	State	Federal	Local	State	Federal

Morgan	\$7,765	\$922	\$50,389	\$12,078	\$848	\$54,185	\$12,205	\$792	\$58,719
KISD	\$39,352	\$1,525	\$50,698	\$36,503	\$1,359	\$52,584	\$43,167	\$1,308	\$59,235
Jonesboro	\$49,447	\$1,267	\$30,725	\$49,840	\$0	\$39,028	\$43,519	\$0	\$19,898
Chilton	\$34,498	\$2,101	\$129,262	\$33,339	\$2,106	\$135,043	\$32,540	\$2,053	\$140,316
Covington	\$28,361	\$0	\$38,543	\$32,938	\$1,198	\$47,947	\$35,053	\$1,244	\$40,310
Blum	\$34,160	\$0	\$49,775	\$36,434	\$0	\$56,645	\$32,828	\$0	\$50,059

Source: TEA, F33- Library.

FINDING

Beginning in June 2003, KISD's Food Services Department sponsored a Summer Food Services Program (SFSP), which will serve breakfast and lunch, free of charge, to all area residents 18 years of age and younger, even those who are not attending summer school. This is the first year the district will sponsor a summer food program. The superintendent initiated this effort and is certified to operate the program throughout the 23 days of summer school classes.

KISD offers the program only for the 23 days of summer school for two main reasons. First of all, the first year is experimental. The district is not sure if the program will be popular and does not want to lose money because of low participation. Second, only a small number of students live within walking distance to the district. Therefore, KISD assumes most students taking advantage of the program will be those attending summer school.

KISD was able to apply and participate in the program because 52.8 percent of its students are eligible for free and reduced-price meals. To participate in the program, at least 50 percent of the district's students must be eligible for free or reduced-price meals. SFSP, which works to ensure that children in low-income areas can continue to receive meals during long school vacations, is administered through the Texas Department of Human Services (TDHS) and the Texas Education Agency (TEA). KISD will offer the TDHS program, versus TEA's program, due to higher reimbursement rates and more flexibility. As long as the district serves about 30 breakfasts and 30 lunches each day, the TDHS reimbursement will cover all costs associated with the program, including food and preparation costs, as well as the Food Services director's salary, the only other district employee involved in administering the program.

COMMENDATION

The district is conducting a summer food service program to provide every child the opportunity to eat breakfast and lunch during KISD's summer school session.

FINDING

KISD does not use a staffing formula, such as meals per labor hour (MPLH), to staff its cafeteria. KISD's Food Services program has been operating at a deficit for several years. While KISD's Food Services Department's year-end fund balance is positive, it is only positive because the district has subsidized the program each year by transferring money from its general fund. **Exhibit 4-7** shows a financial overview of the Food Services program, as reflected in the district's financial statements.

Exhibit 4-7
KISD Audited Financial Statements
Food Services Department
1999-2000 through 2001-02

Year	Total Revenue	Total Expenditures	Excess (Deficiency) of Revenues Over (Under) Expenditures	Transfers In From General Fund	Fund Balance
2001-02	\$117,660	\$118,671	(\$1,011)	\$3,000	\$2,284
2000-01	\$114,240	\$116,383	(\$2,143)	\$2,000	\$295
1999-2000	\$99,111	\$102,451	(\$3,340)	\$3,000	\$438

Source: KISD Audited Financial Statements, 1999-2000 through 2001-02.

At the beginning of each school year, the business manager estimates the total monies needed to be transferred from the general fund into the Food Services fund. The business manager bases that estimate on audited financial statements from the prior year. The business manager has not estimated this year's transfer because prior year audited financial statements were not available in August.

Exhibit 4-7 shows the department's deficit has been decreasing over the last three years. The Food Services director believes this is because the district began selling snacks. Also, the director made changes to the menus to ensure that popular items are served as often as possible.

Exhibit 4-8 shows a detailed overview of KISD's Food Services Department's expenditures.

Exhibit 4-8
KISD Food Services Expenditures
2001-02 and 2002-03

Category	2001-02		2002-03	
	Actual	Percent	Budget	Percent
Payroll	\$56,057	47%	\$60,416	52%
Food Supplies	\$45,623	39%	\$47,000	41%
USDA Donated Commodities	\$7,554	6%	\$5,000	4%
Contracted Services	\$0	0%	\$400	0%
Capital Outlay	\$4,895	4%	\$0	0%
Other Operating Expenditures	\$4,061	3%	\$3,100	3%
Total	\$118,190*	100%	\$115,916*	100%

Source: KISD Business Manager.

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

**Numbers are from KISD general ledger and are unaudited.*

Exhibit 4-8 reveals that one contributing factor to the department's deficit is that KISD's labor costs exceed industry standards. Typically, a district's payroll and food costs should each account for about 40 percent of all expenditures. KISD's payroll costs were higher than this standard during both 2001-02 and 2002-03, at 47 percent and 52 percent, respectively.

The district has three full-time employees and one part-time employee, who all work 180 days per year. Each full-time staff member works an eight-hour day and the part-time employee works 6.5 hours per day in the cafeteria. Full-time staff begins work at 6:30 a.m. and leaves at 3:30 p.m. Part-time staff begins work at 8:30 a.m. and leaves at 3 p.m. All cafeteria staff are employees of the district and are paid with district funds. The lowest paid employee receives \$6.75 per hour.

Exhibit 4-9 details the key responsibilities of each position in KISD's Food Services Department.

Exhibit 4-9
KISD Food Services Department

**Positions and Key Responsibilities
2002-03**

Position	Key Responsibilities
Food Services Director	<ul style="list-style-type: none"> • oversees the Food Services program; • plans weekly menus; • submits monthly reimbursement claims; • serves as district cashier; • prepares kitchen schedule; • maintains inventory; • responsible for grocery ordering; • responsible for USDA commodity ordering; • maintains temperature log; and • submits all invoices to the business office at months end.
Meat Cook	<ul style="list-style-type: none"> • takes out meat for the week; • prepares meat daily; • wipes down milk box daily; • cleans stove, warming cabinet and bakers table; • keeps pantry clean and in order; • takes out trash; and • wipes down tables.
Vegetable Cook	<ul style="list-style-type: none"> • prepares vegetables daily; • cleans milk box every Monday and Thursday; • prepares chef salads when served; • keeps walk-in refrigerator clean; • washes all pots; • takes out trash; and • wipes down tables.
Bread Cook	<ul style="list-style-type: none"> • bakes bread daily; • prepares fruit or dessert; • makes tea; • fills all condiments daily; • acts as rove for the serving line; • keeps freezer clean and in order; and • responsible for dishwashing during clean up time.

Source: KISD, Food Services director.

The number of meal equivalents served each day is calculated using an industry standard. Each lunch served equals one meal equivalent, while two breakfasts equal one meal equivalent. The average daily meal equivalents served by the KISD Food Services Department in 2001-02 was 252.5 (**Exhibit 4-10**) and 261.2 in 2002-03 (**Exhibit 4-11**).

Exhibit 4-10
KISD Average Meal Equivalents
2001-02

Program	Daily Meals Served	Daily Meal Equivalents
Breakfast	103	51.5
Lunch	201	201.0
Total Daily Meals	304	252.5

Source: TEA, Director of Child Nutrition Programs Division.

Exhibit 4-11
KISD Average Meal Equivalents
2002-03

Program	Daily Meals Served	Daily Meal Equivalents
Breakfast	112.4	56.2
Lunch	205	205.0
Total Daily Meals	317.4	261.2

Source: TEA, Director of Child Nutrition Programs Division.

In 2002-03, KISD served 20,228 breakfasts and 36,948 lunches.

Two standards are available for meal preparation: the conventional system and the convenience system. The conventional system uses more raw materials and creates more dirty dishes. In contrast, the convenience system uses more prepared foods. The convenience system reduces the number of labor hours needed to prepare food. KISD exclusively uses the conventional system.

Exhibit 4-12 outlines the MPLH industry standards used to evaluate staff productivity. If the MPLH rate is lower than the recommended rate, either the number of meals served is low or the number of hours worked is high. The number of hours worked is a function of two variables: the number of staff employed and the hours each employee works. Both variables can be controlled. For schools with MPLH below industry standards, a school food services operation would have to increase the number of meals served, reduce the number of staff or reduce the number of hours each staff member works in order to achieve the recommended MPLH. Based on the number of daily meal equivalents served in 2002-03, KISD should have a meals per labor hour of between 13 and 15.

**Exhibit 4-12
Industry Standard Recommended Meals per Labor Hour**

Number of Meal Equivalents	Meals Per Labor Hour (MPLH)			
	Conventional System		Convenience System	
	Low Productivity	High Productivity	Low Productivity	High Productivity
Up to 100	8	10	10	12
101 - 150	9	11	11	13
151 - 200	10-11	12	12	14
201 - 250	12	14	14	15
251 - 300	13	15	15	16
301 - 400	14	16	16	18
401 - 500	14	17	18	19
501 - 600	15	17	18	19
701 - 800	17	19	20	22
801 - 900	18	20	21	23
901 - up	19	21	22	23

Source: School Foodservice Management for the 21st Century, 5th Edition.

KISD averages 9.7 meals per labor hour (261.2 meals divided by 27 hours).

Recommendation 17:

Implement an industry meals per labor hour standard and staff the cafeteria accordingly.

The district's superintendent and business manager should work together to analyze cafeteria operations and strive to achieve a 13 meals per labor hour standard. By achieving this standard, the district will only need to employ enough staff for the hours necessary to prepare and serve meals, as well as perform the necessary cleanup. Additionally, the district should look into the possibility of using more convenience foods and less conventional foods, thus further reducing the number of labor hours needed.

In order for the Food Services Department to decrease staff, the custodial staff must assist with the cafeteria clean-up. Upon arriving at work, the custodial staff should report to the cafeteria to help wipe down tables, mop the floor, take out the trash and stack the chairs on top of the tables. This will enable the Food Services employees to concentrate on kitchen clean-up and other end-of-day activities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and the business manager analyze the work schedule of the Food Services director and cooks.	September 2003
2.	The superintendent, the business manager and the Food Services director set work schedules based on Food Services operational needs.	September 2003
3.	The Food Services director implements the new schedule.	September 2003

FISCAL IMPACT

The district served 261.2 meal equivalents daily for 2002-03. Three full-time and one-part time employee work 30.5 hours per day for 180 days (30.5 x 180 = 5,490 hours annually). Assuming each full-time staff member spends an hour a day cleaning and the part-time staff member cleans 30 minutes, district staff work 27 hours per day on food preparation. To reach a meals per labor hour of 13, the district needs to eliminate 7.1 hours per day (261.2 meal equivalents served per day ÷ 13 MPLH = 20.1 hours per day, minus the 27 = 6.9), or 1,278 hours annually (6.9 hours x 180 days = 1,242). The lowest hourly rate for a Food Services employee is \$6.75. The district will realize an annual savings of \$8,384 (\$6.75 x 1,242 = \$8,384).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
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Implement an industry meals per labor hour standard and staff the cafeteria accordingly.	\$8,384	\$8,384	\$8,384	\$8,384	\$8,384
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A. FOOD SERVICES (PART 2)

FINDING

KISD's meal prices do not cover the cost of meals served. It costs KISD \$0.78 to produce each breakfast, not including labor, but the district charges \$0.50. This is a net loss of \$0.28 for each breakfast served.

Exhibit 4-13 shows the current meal prices charged by KISD and its peer districts.

**Exhibit 4-13
Regular Priced Breakfasts and Lunches
KISD and Peer Districts
2002-03**

District	Breakfast-Elementary	Breakfast-Secondary	Lunch-Elementary	Lunch-Secondary
Blum	\$1.00	\$1.00	\$1.50	\$1.75
Chilton	\$0.70	\$0.85	\$1.00	\$1.15
Covington	\$0.75	\$0.75	\$1.25	\$1.50
Jonesboro	\$1.00	\$1.00	\$1.75	\$1.75
Morgan	\$0.50	\$0.50	\$1.00	\$1.50
KISD	\$0.50	\$0.50	\$1.25	\$1.50
Average without KISD	\$0.79	\$0.82	\$1.30	\$1.53
Difference	\$0.29	\$0.32	\$0.05	\$0.03

Source: District Food Services Directors, KISD and peer districts.

KISD has not increased its breakfast prices in the past seven years.

Exhibit 4-14 shows the number of breakfasts served by the district in 2001-02, as well as the price charged for reduced-price and regular-priced breakfasts.

**Exhibit 4-14
KISD Breakfast Program
2001-02**

	Free Breakfasts	Reduced-Price Breakfasts	Regular-Price Breakfasts	Total Breakfasts Served

Number Served	12,290	1,403	4,871	18,564
Price	\$0.00	\$0.30	\$0.50	Not applicable
Total	\$0.00	\$421	\$2,436	\$2,857

Source: TEA Director of Child Nutrition Programs and KISD Food Services director.

Federal NSBP guidelines require that school breakfasts be priced as a unit. Additionally, regulations state that regardless of which items a student chooses, the student must pay the established full-price meal charge. Students eligible for free meals pay nothing. Furthermore, school districts cannot charge more than 30 cents for a reduced-price breakfast, with federal reimbursements making up the difference.

Exhibit 4-15 shows federal reimbursement rates for meals.

Exhibit 4-15
Federal Reimbursement Rates Per Meal Served
2002-03

	Breakfast	Lunch
Free	\$1.17	\$2.14
Reduce-Price	\$.87	\$1.74
Paid	\$.22	\$.20

Source: KISD Food Services director.

Food Services programs of school districts are not designed to turn a profit. Students qualify for reduced-price meals if they live in households with household income less than 185 percent of the federal poverty level. Students receive a free meal if household income is less than 130 percent of the federal poverty level. Economically disadvantaged students make up 52.8 percent of KISD's student population.

Recommendation 18:

Annually evaluate food costs and set prices to ensure the district's Food Services program recovers the costs of meals served.

While it is important for the district to keep meal prices as low as possible, KISD cannot continue to finance the deficit from the general fund, which takes money away from educational programs. A conservative increase in breakfast prices will increase the price to \$0.80 for a regular-priced breakfast and will yield additional revenue for the district's Food Services

program. This would bring KISD's meal prices more in line with its peers. Similar changes may be considered for the lunch program in the future and between the meals served to younger and older students

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director compares meal prices with meal costs and recommends the new pricing to the superintendent.	September 2003 and Annually Thereafter
2.	The superintendent requests that the board adjust its regular breakfast prices.	October 2003
3.	The board approves the new pricing.	January 2004

FISCAL IMPACT

The increase in pricing to \$0.80 for breakfast should take effect in January 2004 and will increase the department's revenue. There will be no change in the amount of federal funds received as the government sets the maximum reimbursement rates.

To calculate the fiscal impact, the review team will assume that the district will serve the same amount of meals at the new prices as it did in 2001-02 (4,871 breakfasts).

Current Regular:	$\$0.50 \times 4,871 = \$2,436$
New Regular:	$\$0.80 \times 4,871 = \$3,897$
Difference:	$\$0.30 \times 4,871 = \$1,461$

The increase for raising breakfast prices is \$1,461 annually. The fiscal impact for 2003-04 will be \$810 ($\$1,461 \div 9 \text{ months} = \$162 \times 5 \text{ remaining months} = \810).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Annually evaluate food costs and set prices to ensure the district's Food Services program recovers the costs of meals served.	\$810	\$1,461	\$1,461	\$1,461	\$1,461

FINDING

KISD has struggled to identify all students who are eligible to receive free and reduced-price meals. At the beginning of each school year, all students receive an application for free and reduced-price meals. Students turn in all completed applications into the district's Food Services director, who evaluates them. If a student qualifies, the information is entered into the computer system, thus ensuring that only the cashiers know who receives free or reduced-price meals. The superintendent said the district has tried to qualify as many students as possible. After the initial applications are turned in, the superintendent sends out another letter explaining the benefits for both the family and the district. The superintendent said that there have also been one-on-one conversations with parents, but district staff feels all potentially eligible students have not been identified.

KISD uses direct certification allowing the district to qualify children without requiring the family to submit an application. The district works with the state or local Food Stamps or the Temporary Assistance for Needy Families (TANF) program to identify and qualify those students currently receiving any of those benefits.

As previously stated, 52.8 percent of KISD's student population is classified as economically disadvantaged. **Exhibit 4-16** shows the number of students who were eligible for the free or reduced-price meals program in 2002-03 and **Exhibit 4-17** shows the actual number of students participating for each category.

Exhibit 4-16
KISD Free and Reduced-Price Program Eligible Participants
2002-03

Eligible for Free Meals		Eligible for Reduced-Price Meals		Total Economically Disadvantaged	
45.31%	140	7.44%	23	52.80%	163

Source: TEA, Economically Disadvantaged Status Report, 2002-03.

Exhibit 4-17
KISD Free and Reduced-Price Program Participants
2002-03

Receiving Free Lunch	Receiving Reduced-Price Lunch	Direct Certified	Total Receiving Free or Reduced Price Lunch

34.9%	108	6.7%	21	6.1%	19	47.8%	148
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Source: KISD Food Services director.

Exhibit 4-18 shows the federal reimbursement rates KISD received for 2002-03.

**Exhibit 4-18
Federal Reimbursement Rates
2002-03**

Item	Breakfast	Lunch
Regular Price	\$0.22	\$0.20
Reduced-Price	\$0.87	\$1.74
Free	\$1.17	\$2.14

Source: KISD Food Services director.

Identifying all students who qualify for free or reduced-price meals is difficult. One cafeteria staff member told the review team that there is at least one family in the district that would qualify for free or reduced-price meals, but the parents will not apply out of pride. Common reasons for not submitting the application include: pride, a lack of understanding, students not getting the forms home and parents not knowing to ask for them.

Not identifying all eligible students costs KISD state compensatory education and federal Title I funds. Some school districts increase program participation by offering incentive awards to all students who complete a free and reduced-price application, advertising the program through posters and flyers and providing staff assistance with forms during registration periods. The district receives \$701 in compensatory education funds for each student identified as being eligible for free or reduced-price meals. The district receives \$62 in Title I funds per student. **Exhibit 4-19** shows initiatives other district use to increase identification of students eligible for free and reduced price meals.

**Exhibit 4-19
Free and Reduced-Price Lunch Participation Initiatives**

Initiative	Description
Direct certification	Some districts do not require families to complete an application for the federal free and reduced-price meal programs. if they are pre-certified as eligible by the Texas

	Department of Human Services through the Temporary Assistance for Needy Families (TANF) program.
Family identification	If a parent fills out a form for one child, all of the siblings in the same household are automatically qualified.
Campus-based at-risk budgeting	Principals are encouraged to aggressively qualify eligible students because funds for at-risk programs in their campus budget depend on the number of identified students. In Texarkana ISD, principals are motivated to identify every eligible child for the program because their campus' Compensatory and Title I budget is linked directly to the number of children identified in the program.
Parental assistance	Providing all parents a user-friendly form and campus-based assistance to complete the forms. This approach can be critical for non-English speaking or illiterate parents. El Paso ISD provides applications in both English and Spanish. Other districts have staff available during registration and the first days of school to help parents read and complete paperwork.
Advertising campaigns	Billboards, posters and flyers extol the virtue of the free and reduced-price meal program and encourage participation.
Incentive awards	Giving prizes to students and parents for completing an eligibility application. Houston ISD placed all of the applicants' names in a hat and drew for prizes, with the top prize a television. Some of the prizes were donated by local businesses and some were purchased from the Food Service budget.

Source: TSPR, Food for Thought: Ideas for Improving School Food Service Operations, May 1999.

Recommendation 19:

Identify all students who are eligible to receive free and reduced-price meals.

KISD's superintendent and Food Services director should work together to identify all students eligible for free and reduced-price meals. The superintendent should explain the benefits to all staff, so that they may also help in the identification process.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and Food Services director meet to discuss the situation and alternatives and develop a letter explaining how	September 2003
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	qualifying your students increases compensatory education and Title 1 funding to the district.	
2.	The Food Services director also surveys other districts on how those districts communicate with parents about the funding issues.	September 2003
3.	The superintendent meets with all district staff to explain the situation, benefits of the program and to ask for assistance in the identification of additional students.	September 2003
4.	When identified, the superintendent contacts the student's parents and the Food Services director assists the parents in completing the application.	October 2003

FISCAL IMPACT

The fiscal impact assumes that if the district could identify 10 more students for free or reduced-price meals, the district could claim compensatory education funds of \$701 per student and \$62 in Title I funds per student. This would yield the district \$7,630 annually (10 x (\$701 + \$62)).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Identify all students who are eligible to receive free and reduced-price meals.	\$7,630	\$7,630	\$7,630	\$7,630	\$7,630

FINDING

KISD qualifies for, but has not applied for Severe Need Breakfast (SNB) reimbursement. The SNB was established by the USDA to assist school districts that serve breakfasts to a large percentage of economically disadvantaged students. Severe need funding is restricted to the cost of producing and serving breakfast.

SNB reimbursement is in addition to the regular School Breakfast Program (SBP) reimbursement rates for paid, free and reduced-price breakfasts. In order to qualify, 40 percent of all district lunches served two years prior must have been free or reduced-price. Districts may apply online anytime throughout the year.

After one year of participation, TEA will send the district a report that lists the total amount of SBP and SNB reimbursement received for the year. The district will then have to provide records that show how much each breakfast served cost. This cost should include food, labor and any other

expenses. If the district received too much funding, it will be required to pay TEA back the extra funding. This process is repeated each year that a district receives Severe Need funding.

KISD has been serving more than 40 percent free and reduced-price lunches over the past two years. **Exhibit 4-20** shows the number and percentage of students receiving free and reduced-price lunches in 2001-02 and 2002-03.

Exhibit 4-20
KISD Free and Reduced-price Lunches
2001-02 and 2002-03

2001-02		2002-03	
Number of Students	Percentage of all Lunches Served	Number of Students	Percentage of all Lunches Served
142	47%	148	47%

Source: KISD Food Service director.

The SNB reimbursement rate varies from year to year. The rate for 2002-03 was \$0.23.

Recommendation 20:

Apply for Severe Need Breakfast reimbursement.

By applying for and receiving Severe Need reimbursement, the district can recoup 23 cents per breakfast to help offset the cost of producing breakfast for KISD students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director meets with the superintendent to discuss the Severe Need Breakfast reimbursement program.	September 2003
2.	The Food Services director fills out an online application.	September 2003
3.	The Food Services director begins to collect Severe Need Breakfast reimbursement.	September 2003 and Ongoing

FISCAL IMPACT

KISD has 148 students who received free and reduced-price meals in 2002-03. Assuming this stays constant, the district should be able to recoup costs for 26,640 breakfasts (148 students x 180 days = 26,640). By applying for Severe Need reimbursement, the district would receive an additional \$6,127 (26,640 breakfasts x \$0.23 reimbursement rate) annually. The district should receive immediate approval and can begin receiving reimbursement in September 2003.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Apply for Severe Need Breakfast reimbursement.	\$6,127	\$6,127	\$6,127	\$6,127	\$6,127

FINDING

The Food Services Department does not generate nutritional analysis reports. The department completed a School Meal Initiative (SMI) evaluation with a Region 12 Child Nutrition specialist in November 2000. SMI recommended that the district monitor menus to ensure that it meets nutrition guidelines and that the district reduce total fat and saturated fat calories.

The Region 12 evaluator included sample menus, all of which contained nutritional content information in the report. The report contained a handout that provided simple ways to reduce the total and saturated fat for all meals. The evaluator helped the district create a plan to achieve these recommendations and the district has worked to offer more nutritious meals. For example, KISD has stopped offering pizza as an alternate lunch each day, offers chef salad three times a week and no longer has salt readily available.

However, the Food Services director told the review team that the district does not perform nutritional analysis on the school menus. So, the department still cannot monitor its fat content nor does it know how much fat content has decreased since the review. The Food Services director did tell the review team that the meals are generally healthy and the cafeteria staff concurred with this statement during a group interview.

According to the Centers for Disease Control and Prevention, healthy eating patterns in childhood and adolescence are essential to promoting health, growth, intellectual development and preventing immediate health problems. Many smaller school districts, which cannot afford to hire a full-time nutrition specialist, work with a region specialist. A specialist can either perform the analysis for the district or provide training to the cafeteria staff so that they will be able to conduct their own nutritional

analyses. Furthermore, some specialists can help districts implement nutrition education into classroom curriculum.

Recommendation 21:

Maintain nutritional data on menus to ensure the district serves nutritious meals.

By maintaining nutritional information on the menu items the district serves it will be able to serve better, healthier food to its students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director surveys other school districts to see how nutritional analysis is handled.	September 2003
2.	The Food Services director reports findings to the superintendent and they discuss KISD's options.	October 2003
3.	If necessary, the Food Services director contacts a Region 12 nutrition specialist.	October 2003
4.	The Food Services director and superintendent decide on a plan and the Food Services director begins compiling analyses.	November 2003
5.	The Food Services director shares nutrition reports with teachers and parents.	January 2004 and Ongoing
6.	The Food Services director continually monitors food offerings to make any necessary updates and assesses all new foods for nutritional content.	January 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

B. FACILITIES

Districts must plan their facilities to adequately create an environment that supports their educational programs. Maintenance programs coordinate preventive maintenance and repairs to ensure that facilities are in good working order. Custodial operations provide for the general cleanliness and upkeep of facilities on a daily basis. Districts can save money by developing energy conservation practices and monitoring energy costs.

KISD owns seven buildings with 68,003 square feet: the administration building, the agriculture shop, the cafeteria, the library, the new gymnasium/elementary classrooms, the middle/high school classrooms and the old gymnasium. **Exhibit 4-21** shows the square footage of each of KISD's building.

**Exhibit 4-21
KISD Square Footage
2002-03**

Building	Total Square Footage
Administration	10,758
Agriculture Shop	3,389
Cafeteria	8,370
Library	4,174
New Gymnasium/Elementary Classrooms	28,399
Middle/High Classrooms	1,302
Old Gymnasium	11,611
Total Square Footage	68,003

Source: KISD superintendent.

The district's football field and baseball field are located about 1.5 miles from the school. During summer 2003, the district plans to construct a softball field on this land as well. KISD built the district's new gymnasium in 1997. The district uses the new gym for girl's volleyball games, as well as girl's and boy's basketball. The gym is not air conditioned, but the district hopes to install air conditioning in the future.

The review team found all seven of the district's buildings to be in good, working condition. Furthermore, 34 out of the district's 36 rooms were

occupied during the onsite visit, which indicates that the district makes good use of its space. Preventative maintenance for KISD facilities includes changing all air condition filters on a regular basis, cleaning all condenser coils and lubricating all doors and locks.

The review team surveyed several groups of KISD's stakeholders to find out their opinions of the district facilities. **Exhibit 4-22** shows that 100 percent of all students responding to the survey felt that the district's buildings are properly maintained in a timely manner.

**Exhibit 4-22
KISD Public Opinion Survey Results**

Survey Question - Buildings are properly maintained in a timely manner.					
Respondent Category	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Students	54.5%	45.5%	0.0%	0.0%	0.0%
Administrators/Support Staff	20.0%	60.0%	0.0%	20.0%	0.0%
Parents	11.6%	62.8%	12.8%	10.5%	2.3%
Teachers	11.1%	44.4%	0.0%	44.4%	0.0%

Source: TSPR, Stakeholder Surveys, April 2003.

Exhibit 4-23 shows that 80 percent of administrators and support staff responding to the survey said that the district repairs school buildings in a timely manner.

**Exhibit 4-23
KISD Public Opinion Survey Results**

Survey Question - Repairs are made in a timely manner.					
Respondent Category	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Students	45.5%	18.2%	27.3%	9.1%	0.0%
Administrators/Support Staff	20.0%	60.0%	10.0%	10.0%	0.0%
Parents	8.1%	58.1%	16.3%	14.0%	3.5%
Teachers	11.1%	66.7%	0.0%	22.2%	0.0%

Source: TSPR, Stakeholder Surveys, April 2003.

Exhibit 4-24 shows that 82 percent of students responding to the survey felt that KISD's schools are clean.

Exhibit 4-24
KISD Public Opinion Survey Results

Survey Question - Schools are clean.					
Respondent Category	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Students	36.4%	45.5%	0.0%	18.2%	0.0%
Administrators/Support Staff	20.0%	60.0%	0.0%	20.0%	0.0%
Parents	14.1%	64.7%	9.4%	9.4%	2.4%
Teachers	11.1%	33.3%	0.0%	55.6%	0.0%

Source: TSPR, Stakeholder Surveys, April 2003.

FINDING

KISD's custodial staff cleans more space than the industry standard of 24,000 gross square feet of space. KISD employs two full-time custodians who work from 12 p.m.-8 p.m. each day. At the start of each day, the custodians check all eight restrooms to ensure they are in good condition. Additionally, the custodians clean 56 classrooms, offices and hallway areas per day, empty all trash containers and vacuum and mop floors as necessary. The principal has supplied each custodian with a list of duties that should be performed each day. However, the principal leaves vacuuming and mopping to the custodians' discretion. The custodial duties do stipulate that each classroom must be vacuumed at least once a week.

While students are on summer vacation, the custodians thoroughly clean all of the district's buildings. They remove all classroom furniture so that the carpet and walls may be cleaned. Additionally, all hallways, doors and lockers are cleaned and painted, as the custodians deem necessary.

An *American School and University* study published in April 2002, suggests custodians clean 23,985 square feet of space per custodian. The district buildings occupy 68,003 square feet. Cafeteria staff clean the cafeteria, which occupies 8,370 square feet. Given these figures, each of the two custodians are responsible for 29,817 square feet, which is higher than industry standards.

Stakeholder input comments show that district parents, students, administrators and support staff have a very high level of satisfaction with the cleanliness of the schools.

COMMENDATION

KISD custodial operations are efficient and cost-effective.

FINDING

KISD does not have an adequate long-range facilities plan. Long-range planning is the most critical aspect of facilities planning and design.

KISD provided the review team with a copy of its facilities master plan during the onsite visit. However, the plan was created by an architectural firm around August 2001 and has not been updated. The superintendent said that the board intends to revisit the master plan sometime in fall 2003.

The facilities plan includes plans for a new high school, as well as the construction of a track around the district's football field. Although the district spent the necessary time and money for architects to design the plan, KISD did not commit any funding to the projects. In fact, the district did not even assign any target dates for the start or completion of these projects. The superintendent told the review team that having a track is highly unusual for a school of this size and that a new high school is not needed at this time.

Key components of an effective facilities master plan include: identifying current and future needs of district facilities and educational programs; analyzing facilities condition for existing buildings; developing student growth projections and community expansion plans; analyzing cost and capital requirements; and developing facilities program management and design guidelines.

When planning for the new gymnasium and elementary classrooms, KISD failed to properly secure all the necessary funding before the project began and was forced to borrow \$470,000 from Texas Association of School Boards (TASB) in order to complete the project. According to the superintendent, this lack of planning is one primary reason the district experienced a budgetary deficit.

KISD's master plan does not plan for building renovations. Because of the age of most of KISD buildings, this is very important. The district may be able to avoid more costly repairs or the construction of replacement buildings altogether by maintaining current buildings in a timely manner.

Exhibit 4-25 shows a detailed description of facilities planning deliverables suggested by TEA.

Exhibit 4-25
TEA's Recommended Facilities Planning Process

Program Element	Mission	Responsibilities	TEA Deliverables
Planning	Needs Assessment	Identify current and future needs.	Demographics, facilities survey, boundary, funding, education program, market, staff capability and transportation analysis.
	Scope	Outline required building areas; develop schedules and costs.	Programming, cost estimating, scheduling and cost analysis.
	Strategy	Identify structure.	Facilities project list, master schedule, budget plan, organizational plan and marketing plan.
	Public Approval	Implement public relations campaign.	Public and media relations.
Approach	Management Plan	Detail roles, responsibilities and procedures.	Program management plan and systems.
	Program Strategy	Review and refine details.	Detailed delivery strategy
	Program Guidelines		Educational specifications, design guidelines and Computer Aided Design standards

Source: TEA. Recommended Planning Model, 2002.

Recommendation 22:

Update the facilities master plan and tie it to the district's budget.

KISD should update its facilities master plan. The district should also assign target start and completion dates to any construction project it plans to undertake. Furthermore, KISD's master plan should address any

necessary building renovations or preventative maintenance. Lastly, KISD's master plan should include a budget that will address all funding alternatives and sources before a project begins. Detailed planning will ensure that the district makes cost-effective decisions about facility construction and renovation projects.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent forms a facility planning committee including district administrators, teachers, non-certified staff and members of the community.	September 2003
2.	The superintendent and planning committee prepare a priority list of the district's facility needs, along with cost estimates for each project and update the current master plan.	October - December 2003
3.	The superintendent provides cost analysis of each project and a fiscal plan for the next five years and submits it to the board.	January 2004
4.	The board reviews the plan and approves it.	February 2004
5.	The superintendent annually reviews the plan and updates when necessary.	February 2004 and Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

KISD does not have a documented energy management program. An energy management program can range from basic efforts that encourage people to switch off unnecessary lights to computerized heating and cooling equipment that automatically functions at optimum efficiency.

KISD's newest building, containing the elementary classrooms and new gymnasium, has programmable thermostats centrally controlled. However, the other buildings are equipped with individual units that can be controlled in each classroom. While KISD gives all faculty and staff a standard temperature range, the district has no way of continually monitoring thermostat settings in the older classrooms. The superintendent told the review team that faculty and staff are reminded at the beginning of each school year to turn off the lights when classrooms are empty. However, the superintendent also said that many do not follow this recommendation. Further illustrating this point, one maintenance staff member reported that gymnasium lights are often left on after physical education classes and athletic practices.

Since August 2001, the district has been part of the State Power Program, an initiative offered through the Texas General Land Office. The program offers competitively priced electricity with simplified bidding procedures. According to the office's Web site, the program is designed to increase revenue on public lands for public education funding, as well as reduce electricity costs for the public sector. **Exhibit 4-26** shows the district's utility costs per square foot decreased slightly the first year KISD contracted with the Texas General Land Office. KISD's contract expires in December 2003.

Exhibit 4-26
KISD Utility Costs
2000-01 and 2001-02

Year	Total Square Feet	Total Utility Costs	Cost per Square Foot
2001-02	68,003	\$77,812	\$1.14
2000-01	68,003	\$79,332	\$1.17

Source: KISD business manager.

The State Energy Conservation Office (SECO), which is part of the Texas Comptroller's office, suggests that utility rates cost a school district no more than \$1.00 per square foot. KISD's utility costs are significantly higher than the state's benchmark.

Additionally, the district has not had an energy management audit. SECO provides free energy management audits to public sector entities, including school districts. The audits give school districts detailed recommendations of equipment and procedures to implement. School districts can use the information from the SECO audits as the basis for an energy management plan. Districts can also estimate the amount of time it will take to recoup the monies spent on energy-efficient equipment through lower energy costs by using the information in the audit.

Many school districts have conducted energy audits using SECO to pinpoint areas of potential energy savings.

Recommendation 23:

Request an energy audit by the State Energy Conservation Office to help lower utility bills by developing a comprehensive energy management program.

The audit should serve as the basis for establishing and implementing an energy management program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent requests an energy audit from SECO.	September 2003
2.	The energy management consultant prepares an energy management program based on the energy audit.	November 2003
3.	The superintendent presents the energy audit and program to the board for discussion, consideration and approval.	November 2003
4.	The board approves the plan and directs the superintendent to implement the program.	November 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

C. TRANSPORTATION

Transportation requires sound management so that students are transported safely to and from school and other school-related activities and with minimal time on the bus. Transportation must be safe, reliable and comply with local, state and federal regulations. Districts must establish procedures that enhance operations by designing efficient routes, establishing sound maintenance procedures and ensuring safety on the bus.

KISD operates four regular bus routes that range from 32 to 80 miles roundtrip and a special education bus route that travels 135 miles roundtrip each day. The special education route transports students to a cluster school in Meridian. The district has five bus drivers, three of whom hold other district positions, including the PEIMS coordinator, the part-time cafeteria employee and one maintenance staff member. The district's superintendent serves as the director of Transportation.

The state funds transportation based on a district's linear density. Linear density is calculated by dividing the regular annual ridership by the regular annual mileage. **Exhibit 4-27** shows the allotments per mile established by TEA.

Exhibit 4-27
TEA Linear Density Grouping and Allotment per Mile

Linear Density Grouping	Allotment per Mile of Approved Route
2.40 or above	\$1.43
1.65 to 2.40	\$1.25
1.15 to 1.65	\$1.11
0.90 to 1.15	\$0.97
0.65 to 0.90	\$0.88
0.40 to 0.65	\$0.79
Up to 0.40	\$0.68

Source: TEA, Handbook on School Transportation Allotments, May 2002.

Exhibit 4-28 compares KISD's linear density with its peers and shows that KISD receives the highest allotment, at \$0.97 per mile of approved route.

Special Education rates are set by the Legislature, currently at \$1.08 per mile.

Exhibit 4-28
Linear Density Grouping and Allotment per Mile
KISD and Peer Districts
2001-02

District	Linear Density Grouping	Allotment per Regular Mile of Approved Route	Allotment per Special Education Mile of Approved Route
Blum	.611	\$0.79	\$1.08
Chilton	.889	\$0.88	Not available
Covington	.859	\$0.88	\$1.08
Jonesboro	.407	\$0.79	\$0.41
Morgan	.208	\$0.68	\$1.08
KISD	.940	\$0.97	\$1.08
Peer Average (without KISD)	.595	\$0.79	\$0.91

Source: TEA, School Transportation Route Services Report, 2001-02.

Exhibit 4-29 compares KISD's operation costs, annual miles and annual number of riders with its peers. KISD has the second highest operating costs, ranks in the middle for number of annual miles traveled and transports the second highest number of students in 2001-02.

Exhibit 4-29
Regular and Special Program
Transportation Operating Costs, Annual Miles and Annual Riders
KISD and Peer Districts
2001-02

Item	Blum	Chilton	Covington	Jonesboro	Morgan	KISD	Peer Average (without KISD)
Operating Costs							

Regular	\$142,355	*n/a	n/a	\$48,999	n/a	\$97,196	\$95,677
Special	\$0	n/a	n/a	\$0	n/a	\$25,587	Not applicable
Total	\$142,355	n/a	n/a	\$48,999	n/a	\$122,783	\$95,677
Annual Miles							
Regular	38,306	28,150	31,842	71,242	14,691	30,654	36,846
Special	n/a	n/a	32,421	12,060	5,838	21,507	16,773
Total	38,306	n/a	64,263	83,302	20,529	52,161	53,619
Annual Riders							
Regular	23,400	25,020	27,360	28,980	3,060	28,800	21,564
Special	n/a	n/a	540	360	900	900	600
Total	23,400	25,020	27,900	29,340	3,960	29,700	22,164

Source: Operating Costs from TEA, School Transportation Operations Report, 2001-02. Annual miles and annual riders from TEA, School Transportation Route Services Report, 2001-02. Daily riders for Special Education multiplied by 180 days to estimate annual riders.
**n/a=not available.*

Exhibit 4-30 shows the cost per mile and per rider for KISD and two of its peers. Chilton, Covington and Morgan ISD are not included in this chart because their operation costs were not available. The mileage shown in **Exhibit 4-30** does contain extracurricular and other miles in the calculation of cost per mile.

Exhibit 4-30
Cost and Ridership Performance Measures
KISD and Peer Districts
2001-02

Item	Blum	Jonesboro	KISD
Cost per Mile			
Regular	\$1.64	\$0.61	\$2.01
Special	\$0.00	\$0.00	\$1.06

Cost per Rider			
Regular	\$6.08	\$1.69	\$3.37
Special	\$0	\$0	\$28.43

Source: TEA, School Transportation Operation Report, 2001-02 and TEA, School Transportation Routes Services Report, 2002-02.

*n/a=not available.

Exhibit 4-31 shows KISD's school bus inventory.

**Exhibit 4-31
KISD Bus Fleet
2002-03**

Bus #	Make	Year	Age (in Years)	Mileage
6	Ford	1985	18	119,680
8	Chevrolet	1985	18	49,384*
7	Blue Bird	1991	12	154,062
9	Blue Bird	1991	12	140,057
10	Blue Bird	1995	8	63,152
11	Ford	1996	7	114,500
12	International	1996	7	44,347
5	Amtran	2003	.5	16,168

Source: KISD superintendent.

*Engine was replaced in 2000-01.

The district's newest bus was purchased through the state in 2002-03 at a cost of \$46,206. The superintendent told the review team that the district hopes to buy another new bus within the next two years. The district plans to sell the eighth bus, the 1985 Ford, in summer 2003.

FINDING

The district does not monitor individual bus maintenance costs nor does it maintain detailed and accurate maintenance work reports. The

superintendent told the review team that regular bus maintenance includes oil changes, replacing tires and fuel and transmission filters and front end alignments. However, when asked for a detailed list of all maintenance performed and costs associated with transportation maintenance, the district could not provide maintenance records for each bus.

Exhibit 4-32 shows costs related to transportation, as taken from the district's general ledger, which includes supplies, materials, tires, batteries and accessories.

Exhibit 4-32
KISD Transportation Maintenance Costs
2000-01 and 2001-02

Category	2000-01	2001-02
Supplies and Materials	\$8,664	\$9,445
Tires, Batteries and Accessories	\$8,254	\$6,393
Total Annual Costs	\$16,918	\$15,838

Source: KISD General Ledger, 2000-01 and 2001-02.

While the district did quickly provide this data, it should be noted that the district could not assure the review team that all costs listed above were for general maintenance. Furthermore, the district could not allocate these costs among the various buses. Given the fact that the review team was not able to collect accurate maintenance records, it is difficult to verify whether KISD's fleet costs more to maintain than it should.

Districts need to track maintenance requests and costs for each bus for several reasons. First, it ensures that the district performs preventive maintenance on time, which leads to well-maintained buses and fewer breakdowns. Second, it helps identify repetitive problems. Repetitive problems can be indicative of a larger, often times more costly problem. Finally, it identifies costly buses that may need to be replaced.

Recommendation 24:

Monitor all individual bus maintenance costs and maintain accurate work reports.

The superintendent and maintenance staff should track all bus maintenance and the costs associated with maintaining each bus in order to identify those that are too costly to maintain.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and maintenance staff develops a plan to track maintenance on each bus.	September - November 2003
2.	At a minimum, the date, the mileage and the description of the repair, including all parts used and total cost, are recorded for each maintenance request.	November 2003
3.	The superintendent uses the maintenance records to identify when buses are due for preventive maintenance and sets up an appropriate schedule.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Appendix A

PUBLIC FORUM AND FOCUS GROUP COMMENTS

As part of the Kopperl Independent School District (KISD) performance review, a public forum was held at Kopperl ISD library on May 5, 2003. Members of the public were invited to submit written comments regarding the KISD's education system. Community members and school staff who participated in the public forum gave their comments about each of the 12 areas under review. The focus groups allowed representatives of the faculty and staff to speak in greater depth about issues relating to the areas of review.

The following comments convey the public forum and focus group participants' perception of KISD and do not reflect the findings or opinion of the Comptroller or review team. These are the actual comments received for each review area.

DISTRICT ORGANIZATION AND MANAGEMENT

- Our school board is very knowledgeable of the laws and programs that face our school. They attend training at every available time. They also work very well together.
- The superintendent is not well-informed about policy and what is going on with students.
- The superintendent needs to be aware of the differences in a small community as compared to a city and have social skills.
- The morale is very low for the second year in a row.
- The school principal is always positive and caring with the children. He knows most by name and is always around and making sure things are running smoothly.
- The superintendent needs to be personable. He also needs to communicate things to the entire staff and entire board, not just one or two people.
- I would like to see more random unannounced visits from outside agencies. All visits are announced and give everyone the opportunity to be on their best behavior. You will not see the normal temperaments.
- I think things have improved on some levels, but overall, it seems the superintendent does not have an open door policy environment. He is unapproachable and the difference in opinion between him and the principal is very obvious and it does not provide a positive environment for following the chain of command.
- One of the problems with the site-based committee is that it is not representative of the district. All members are on one side of the

hall. You need to have representatives from elementary, middle and high schools.

- All site-based committee meetings are open to the public. We can voice any concerns.
- The basic need for improvement is communication.
- We have our own "discipline coach" who runs ISS. I think it is great that our school has this. I have found ISS to be flexible and very helpful.
- We do not have faculty meetings.
- We get unofficial notes in our box after school board meetings. We never get site-based notes.
- I have gotten site-based notes.
- We probably need to see about getting a representative from each school (elementary, middle and high).
- We see the board members a lot, but do not have any more contact with those parents.
- The principal is very effective, very personal, very caring, he listens, is one to ask for what other people might think will solve the problem. He is very dedicated and loves the children. He will admit when he is wrong. He doesn't mind you pointing out a mistake. He is sometimes forgetful but does not have an assistant to help him. He has an open door policy.
- We have a positive fund balance.
- The superintendent is very good with finances and at finding money for things that are truly needed. He sent us to the 1st and 2nd grade convention in Austin, and it was so wonderful and beneficial. I have asked for quite a few things for 3rd grade reading. He is pushing curricular alignment and overall campus improvement. I think it is very valuable that he has elementary teaching experience. I also think there is a regional difference between the rural district and he sometimes does not understand what we are saying.... Is sometimes not as personable as we would like to him to be.
- The board cares about the kids very much.
- The principal is very good and very effective. He is the most complimentary principal I have ever worked for. He is very caring; for kids and whole community.
- The superintendent is very strong with school finances. He needs to communicate more. You never know what he is thinking; have to hear it through the grapevine. His door is always open. He supports extracurricular activities. He is at most sporting events, UIL events. He puts in a lot of hours.
- I don't have any complaints about the board. They don't just go through the motions; they take it seriously. They are real supportive of the teachers. There is a good mixture of personalities.

They are not afraid to disagree with one another, talk things out and come up with a solution. They are well educated.

- Sometimes communication about upcoming events is not distributed. A lot of times kids are absent for certain events and you have no clue.

EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

- I wanted to compliment the Pre-K program and teachers. My child has grown so much this year in scholastics, but especially in behavior and getting along with peers.
- As a mother it was of great comfort to have a pre-k program with a great teacher. My son learned a great deal that year academically as well as about behavior and decision-making. Every student should have that chance, not just low income families and not just for a limited number of students.
- I would like to see a separate program for students with above average abilities-one that is not just done in the main classroom. It should be a program that would really stimulate the students to accomplish more.
- We do have Art for a lot of older students but it doesn't seem to be available for all. Music and art are very rewarding and uplifting for anyone and every child should have the opportunity to explore the creative side of themselves.
- As a parent of a sixth grader, I am very concerned with the quality of education he is receiving. I think it could be a lot better. I would like to know if all the teachers are qualified to teach what they are teaching. I feel like discipline is a very large problem. The noise in the classrooms is out of control.
- I want to know why this school has scored so low on TAAS.
- Why do the teachers have to quit teaching the textbooks to prepare for state exams? Aren't the tests supposed to come from their textbooks?
- The PE program is very sad. The kids run wild and drink soda.
- Special Education children will be separated from the general population, which is not fair. Even if they have problems, they should be with the other kids and not separated out.
- Having three children in school, I am pleased with the education they are receiving. Kopperl ISD has the resources available for the children.
- The regular physical education program needs to be stricter. They do play a lot of games but not a lot of calisthenics or regular exercise habits are required. I feel this is the time we need to encourage this for a lifetime of healthy habits.

- As a parent, I am concerned about the basic educational foundation that my child will receive next year (2003-2004) as a first grader. The current first grade teacher is very good, but there are currently 25 kindergarteners, and at least 6 of those are severe discipline problems. I know that many children will suffer educationally while the teacher is handling the daily numerous discipline problems.
- The district does a really good job to not have anything.
- ISS works well when it is run properly. It works for some students.
- Lunchtime is time for children to socialize. The 15 minutes of silence is ridiculous. That is the time for them to de-stress and take care of any social business so that they can focus on what they need to do in the classroom.
- Our little ones will not eat if we do not enforce a quiet time for 15 minutes.
- The 15 minutes of silence was not a teacher decision.
- We have some real lags in the system. We are in the process of building a vertical curricular alignment but we are missing some things. I am concerned about that.
- I was in another district that did question analysis after receiving test scores. The other district was rated as exemplary.
- My concern is Reading. I came from another district that had many more reading programs. I think it would be good for 1st graders who are struggling to be pulled out and worked with one-on-one, something similar to Reading Recovery. There is no separate program outside of class.

PERSONNEL MANAGEMENT

- I think we have the very best teachers of any school in the area. The only problem I see is the lack of communication between administration and teachers. Our children are getting a wonderful education and I'm proud of that.
- Staff development should be encouraged. Teachers should attend workshops.
- Staffing is excellent and team-oriented.
- Kopperl ISD has great teachers.
- Kopperl ISD has some really good teachers, but because of lack of support from the administration, we are going to be losing them.
- We only receive annual reviews and several walk-throughs.
- We always receive opportunities for professional development. We are really encouraged to do stuff through Region 12.
- Performance reviews from the principals are held biannually. There are lots of little walk-throughs. He will put little notes in our box about what is good, bad. He definitely lets you know that he is working and listening.

- Kopperl ISD is pretty open to AP sessions over the summers. We go to service center workshops throughout the year.
- Communication needs to be improved. There are no after-school faculty meetings and no in-services. We have a big calendar that we are supposed to put info on but we never do. There is no time for faculty meetings.

COMMUNITY INVOLVEMENT

- Our parents are extremely interested in our school and their children. The PTO is extremely active at our school and offers the school several services that aren't offered at any other school in the area. Everything they do is by volunteers from the community. We are very proud of our PTO organization.
- There is very little community involvement.
- The PTO is fantastic.
- The community is very involved in athletics. The PTO is way active. The PTO is larger now than in prior semesters.
- I believe more emphasis is placed on sports than academics. A sport teaches sportsmanship. Parents will bring their children to sporting events rather than an academic event. We have gotten donations for new sports facilities, but not computers.
- Kids are pressured to play sports over academics. I have heard several big kids that had to cancel UIL meets for sports events.
- The tools used to communicate with the public and receive information from the community are the following: a) notes are sent home; b) we have a homepage; c) we advertise in the Bosque County newspaper; d) through emails and voicemails; and e) the PTO sends a monthly newsletter home.
- Our parents very strongly care about their children and want the best for them. They don't always visit as much as we would like but they do care. Even those who do not have kids in the district do participate.
- People in the community are always ready and willing to do something. I have been in big schools and have never seen as many volunteers as they have here.
- The community is involved in sports but do not care about the classrooms. You have to beg them to come see you.
- If their kids are failing, the parents want to act like they are involved.
- The community pitched in with the Service Learning Project-a community/school project where kids have hands-on activities to help them function in the real world after graduation.
- Anytime we have any project (i.e. baseball and football field), most people want to work and we have a pretty talented community. They are very generous with donations.

FACILITIES USE AND MANAGEMENT

- Our maintenance and custodial services are the best they have ever been. I'm extremely proud of our workers. Anytime there is something that needs fixing, it is done as soon as a request is made.
- The buildings could use some remodeling.
- The maintenance department is really working hard to get things in shape.
- The library does a good job.
- The facilities look the best they ever have. The maintenance person is phenomenal. He sees what needs to be fixed and fixes it without being asked. He even works on Sundays.
- The maintenance staff responds to work orders. They also respond even when you don't have work order.
- I had a window that was broke for a year.

ASSETS AND RISK MANAGEMENT

- Salaries should be a little above base.
- It helps a little with health insurance.

FINANCIAL MANAGEMENT

- I feel our school is in the best shape financially for the first time in many years. We are financially in the black instead of in the red. I just wish taxpayers would pay their taxes on time so we would have a more positive cash flow.
- The classroom budget needs to be increased.

PURCHASING AND CONTRACT MANAGEMENT

- No written comments received.

FOOD SERVICE

- Food service is a joke. Most of the time the food is cold or there is too little on the plates. The cafeteria manager runs the cafeteria like it is her own personal café and is trying to make a profit. Doesn't the state give her money to operate it?
- The kids, especially the older students do not like the food in the cafeteria. Most of the time the staff in the cafeteria are grouchy, but that seems to be getting better. I wish they would have less of the things the kids don't like so more kids would eat lunch. A lot of students in high school don't eat lunch and I'm sure they would study better if they had full stomachs everyday. The cafeteria is always clean and the food is in the proper temperature.

- There should be a more nutritional menu with food that tastes good so the students would try it and maybe like it.
- The cafeteria has good facilities.
- The cafeteria has a good variety of food but the taste and quality of meat need improvement. Also, whole grain breads should be offered occasionally.
- Major changes in the cafeteria are needed.
- I have had the opportunity to work alongside the food services staff and they are wonderful. They are under tremendous pressure to get everything done on time and they do a good job. They have a real challenge to keep costs down and feed nutritious meals and they do a good job. The cafeteria workers have a heart of gold.
- The cafeteria staff dug through the trash one day to find a student's first missing tooth.
- I think it is good.
- The cafeteria food is good. They just don't give you enough.
- Teachers should eat more than the students. We have to pay more than the students, but get the same amount.
- We need more variety of food.

TRANSPORTATION

- New buses are needed.
- The new bus is so much nicer to take on field trips.
- We do not get cell phones to go on athletic trips.
- There are no small buses or vans. You have to take a large bus for a small group of children.
- I follow one bus regularly on the way to school and I have never seen them drive the speed limit. It is easy to think they are going fast on a dirt road because they kick up a lot of dust.

SAFETY AND SECURITY

- Discipline at our school is not what it should be. The students seem to get to do what they want, when they want. I feel the students should be made to respect teachers, staff and rules because if they don't they won't know how to behave out in the world someday.
- There are no strobe lights on school buses. When there is fog, you cannot see the lights on the bus and children could be hit.
- The front of the school is one way during the morning and afternoon. However, everyday, students fly out going the wrong way and what is even worse is that our staff does the same thing. When the superintendent and other staff are seen doing that, why should the students obey the traffic laws?
- Our buses need the stop signs and at times have someone watching for cars that pass or do not stop. One parent actually said, "even

though the red lights are blinking, the stop sign isn't out, I don't have to stop." That bus doesn't have a stop sign.

- Discipline is inconsistent and hard to enforce.

COMPUTERS AND TECHNOLOGY

- I would like to see a more comprehensive computer program for elementary students. I think that as important as computers are in today's life, the more experiences they have with them the better. The earlier they start the more they can learn.
- Our computer department is extremely good. Our students know a lot about computers and the programs they are offered are wonderful.
- Newer computer systems and more software are needed.
- The technology needs to be upgraded.
- We need a lab with working, up-to-date computers. They need to be exposed to technology at an early age. We need a workable lab with 18-22 working computers.
- We began with a good junior high lab at the beginning of the year but aren't sure what happened to all of the computers. All of the computers had a good keyboarding program installed.
- Keyboarding schools need to be taught too.
- We have had a rash in break-ins over the Christmas break (lab chemicals, TV's, VCR's). They need to redo the locks because probably half the city has keys to some door.
- We need student accessible computer labs. I can take a whole class to the lab.
- Each classroom needs 3-4 working computers.
- The curriculum is pretty standard. We need a better PA system.

Appendix B

PARENT SURVEY RESULTS

Demographic Data/Survey Questions
Verbatim

*Kopperl Independent School District Management and Performance
Review
(n=88)*

Demographic Data

**Totals may not add to 100 percent due to rounding.*

1. Gender (Optional)	Male	Female				
		38.3%	61.7%			
2. Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	
		78.8%	0%	7.5%	0%	13.8%
3. How long have you lived in Kopperl ISD?	0-5 years		6-10 years	11 or more years		
			42.4%	15.3%	42.4%	
4. What grades level(s) does your child(ren) attend?	Pre-Kindergarten	Kindergarten	First	Second	Third	
		2.3%	8.0%	4.6%	4.6%	9.2%
	Fourth	Fifth	Sixth	Seventh	Eighth	
		8.0%	19.5%	12.6%	29.9%	23.0%
	Ninth	Tenth	Eleventh	Twelfth		
		6.9%	5.7%	6.9%	5.7%	

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The school board allows sufficient time for public	10.5%	38.4%	29.1%	17.4%	4.7%

	input at meetings.					
2.	School board members listen to the opinions and desires of others.	11.6%	33.7%	26.7%	17.4%	10.5%
3.	The superintendent is a respected and effective instructional leader.	10.3%	35.6%	28.7%	9.2%	16.1%
4.	The superintendent is a respected and effective business manager.	17.2%	32.2%	28.7%	9.2%	12.6%

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.	6.9%	46.0%	10.3%	34.5%	2.3%
6.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	5.8%	48.8%	29.1%	11.6%	4.7%
7.	The needs of the college-bound student are being met.	8.2%	29.4%	40.0%	17.6%	4.7%
8.	The needs of the work-bound student are being met.	5.9%	31.8%	42.4%	15.3%	4.7%
9.	The district has effective educational programs for the following:					
	a. Reading	10.3%	64.4%	6.9%	17.2%	1.1%
	b. Writing	11.5%	60.9%	6.9%	16.1%	4.6%
	c. Mathematics	9.2%	59.8%	8.0%	18.4%	4.6%
	d. Science	12.6%	57.5%	18.4%	10.3%	1.1%
	e. English or Language Arts	12.6%	52.9%	14.9%	13.8%	5.7%
	f. Computer Instruction	17.2%	55.2%	10.3%	10.3%	6.9%

	g. Social Studies (history or geography)	9.2%	56.3%	17.2%	16.1%	1.1%
	h. Fine Arts	6.9%	35.6%	27.6%	23.0%	6.9%
	i. Physical Education	14.9%	57.5%	12.6%	6.9%	8.0%
	j. Business Education	5.9%	22.4%	54.1%	10.6%	7.1%
	k. Vocational (Career and Technology) Education	10.6%	29.4%	42.4%	11.8%	5.9%
	l. Foreign Language	9.3%	23.3%	36.0%	16.3%	15.1%
10.	The district has effective special programs for the following:					
	a. Library Service	10.5%	52.3%	18.6%	17.4%	1.2%
	b. Honors/Gifted and Talented Education	9.2%	31.0%	35.6%	16.1%	8.0%
	c. Special Education	9.2%	40.2%	27.6%	20.7%	2.3%
	d. Head Start and Even Start programs	10.3%	26.4%	57.5%	2.3%	3.4%
	e. Dyslexia program	5.7%	16.1%	42.5%	25.3%	10.3%
	f. Student mentoring program	5.8%	17.4%	46.5%	25.6%	4.7%
	g. Advanced placement program	8.0%	34.5%	41.4%	12.6%	3.4%
	h. Literacy program	5.8%	34.9%	45.3%	10.5%	3.5%
	i. Programs for students at risk of dropping out of school	4.6%	18.4%	42.5%	27.6%	6.9%
	j. Summer school programs	14.1%	51.8%	22.4%	8.2%	3.5%
	k. Alternative education programs	9.3%	26.7%	55.8%	3.5%	4.7%
	l. "English as a second language" program	8.2%	23.5%	55.3%	8.2%	4.7%
	m. Career counseling program	14.1%	21.2%	44.7%	14.1%	5.9%
	n. College counseling	12.9%	28.2%	41.2%	12.9%	4.7%

	program					
	o. Counseling the parents of students	11.6%	31.4%	22.1%	26.7%	8.1%
	p. Drop out prevention program	5.8%	20.9%	55.8%	10.5%	7.0%
11.	Parents are immediately notified if a child is absent from school.	9.2%	24.1%	31.0%	13.8%	21.8%
12.	Teacher turnover is low.	7.0%	32.6%	25.6%	19.8%	15.1%
13.	Highly qualified teachers fill job openings.	8.0%	27.6%	23.0%	18.4%	23.0%
14.	A substitute teacher rarely teaches my child.	8.1%	33.7%	10.5%	33.7%	14.0%
15.	Teachers are knowledgeable in the subject areas they teach.	11.6%	47.7%	15.1%	23.3%	2.3%
16.	All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	14.0%	39.5%	19.8%	22.1%	4.7%
17.	Students have access, when needed, to a school nurse.	34.1%	57.6%	7.1%	1.2%	0%
18.	Classrooms are seldom left unattended.	12.9%	49.4%	27.1%	8.2%	2.4%
19.	The district provides a high quality education.	11.6%	44.2%	12.8%	24.4%	7.0%
20.	The district has a high quality of teachers.	11.6%	41.9%	14.0%	25.6%	7.0%

C. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
21.	The district regularly communicates with	5.8%	34.9%	10.5%	40.7%	8.1%

	parents.					
22.	District facilities are open for community use.	11.6%	45.3%	25.6%	14.0%	3.5%
23.	Schools have plenty of volunteers to help student and school programs.	7.0%	37.2%	30.2%	17.4%	8.1%

D. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
24.	Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	5.8%	33.7%	25.6%	27.9%	7.0%
25.	Schools are clean.	14.1%	64.7%	9.4%	9.4%	2.4%
26.	Buildings are properly maintained in a timely manner.	11.6%	62.8%	12.8%	10.5%	2.3%
27.	Repairs are made in a timely manner.	8.1%	58.1%	16.3%	14.0%	3.5%

E. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
28.	The district uses very few portable buildings.	20.9%	54.7%	19.8%	2.3%	2.3%
29.	Emergency maintenance is handled expeditiously.	14.0%	47.7%	30.2%	7.0%	1.2%

F. Asset and Risk Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
30.	My property tax bill is reasonable for the educational services delivered.	9.3%	27.9%	31.4%	19.8%	11.6%

31.	Board members and administrators do a good job explaining the use of tax dollars.	11.6%	29.1%	26.7%	16.3%	16.3%
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G. Financial Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
32.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	5.7%	25.3%	58.6%	4.6%	5.7%
33.	Campus administrators are well-trained in fiscal management techniques.	8.0%	25.3%	55.2%	8.0%	3.4%
34.	The district's financial reports are easy to understand and read.	5.8%	31.4%	41.9%	18.6%	2.3%
35.	Financial reports are made available to community members when asked.	9.4%	38.8%	48.2%	2.4%	1.2%

H. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
36.	Students are issued textbooks in a timely manner.	10.3%	60.9%	8.0%	12.6%	8.0%
37.	Textbooks are in good shape.	8.0%	64.4%	6.9%	14.9%	5.7%
38.	The school library meets student needs for books and other resources.	11.5%	56.3%	14.9%	14.9%	2.3%

I. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
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39.	My child regularly purchases his/her meal from the cafeteria.	25.9%	45.9%	4.7%	16.5%	7.1%
40.	The school breakfast program is available to all children.	27.6%	65.5%	5.7%	0%	1.1%
41.	The cafeteria's food looks and tastes good.	5.7%	32.2%	25.3%	24.1%	12.6%
42.	Food is served warm.	10.3%	51.7%	24.1%	10.3%	3.4%
43.	Students have enough time to eat.	10.5%	51.2%	8.1%	24.4%	5.8%
44.	Students eat lunch at the appropriate time of day.	9.2%	74.7%	10.3%	3.4%	2.3%
45.	Students wait in food lines no longer than 10 minutes	3.4%	52.9%	24.1%	19.5%	0%
46.	Discipline and order are maintained in the school cafeteria.	6.9%	69.0%	8.0%	13.8%	2.3%
47.	Cafeteria staff is helpful and friendly.	9.2%	55.2%	14.9%	14.9%	5.7%
48.	Cafeteria facilities are sanitary and neat.	12.6%	69.0%	14.9%	2.3%	1.1%

J. Transportation

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
49.	My child regularly rides the bus.	31.0%	27.6%	6.9%	12.6%	21.8%
50.	The bus driver maintains discipline on the bus.	10.5%	50.0%	31.4%	7.0%	1.2%
51.	The length of the student's bus ride is reasonable.	8.1%	54.7%	29.1%	5.8%	2.3%
52.	The drop-off zone at the school is safe.	22.1%	58.1%	15.1%	3.5%	1.2%
53.	The bus stop near my house is safe.	17.4%	43.0%	27.9%	10.5%	1.2%

54.	The bus stop is within walking distance from our home.	17.4%	45.3%	22.1%	10.5%	4.7%
55.	Buses arrive and depart on time.	15.1%	55.8%	22.1%	4.7%	2.3%
56.	Buses arrive early enough for students to eat breakfast at school.	17.4%	57.0%	19.8%	5.8%	0%
57.	Buses seldom break down.	7.0%	50.0%	19.8%	19.8%	3.5%
58.	Buses are clean.	7.1%	54.1%	27.1%	10.6%	1.2%
59.	Bus drivers allow students to sit down before taking off.	16.5%	48.2%	28.2%	5.9%	1.2%
60.	The district has a simple method to request buses for special events.	5.8%	47.7%	40.7%	5.8%	0%

K. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
61.	Students feel safe and secure at school.	22.1%	64.0%	2.3%	10.5%	1.2%
62.	School disturbances are infrequent.	22.1%	62.8%	10.5%	4.7%	0%
63.	Gangs are not a problem in this district.	43.5%	51.8%	4.7%	0%	0%
64.	Drugs are not a problem in this district.	12.8%	55.8%	17.4%	9.3%	4.7%
65.	Vandalism is not a problem in this district.	10.6%	45.9%	12.9%	25.9%	4.7%
66.	Security personnel have a good working relationship with principals and teachers.	7.2%	28.9%	56.6%	3.6%	3.6%
67.	Security personnel are respected and liked by the students they serve.	4.8%	28.9%	57.8%	4.8%	3.6%

68.	A good working arrangement exists between the local law enforcement and the district.	9.3%	46.5%	31.4%	11.6%	1.2%
69.	Students receive fair and equitable discipline for misconduct.	4.7%	54.7%	8.1%	23.3%	9.3%
70.	Safety hazards do not exist on school grounds.	4.7%	43.0%	32.6%	17.4%	2.3%

L. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
71.	Teachers know how to teach computer science and other technology-related courses.	15.3%	51.8%	21.2%	8.2%	3.5%
72.	Computers are new enough to be useful to teach students.	14.1%	58.8%	11.8%	10.6%	4.7%
73.	The district meets student needs in computer fundamentals.	14.1%	47.1%	22.4%	9.4%	7.1%
74.	The district meets student needs in advanced computer skills.	11.9%	45.2%	23.8%	13.1%	6.0%
75.	Students have easy access to the Internet.	11.8%	61.2%	18.8%	3.5%	4.7%

Verbatim: Parents

The following comments are actual narratives from survey respondents. These comments do not necessarily reflect the findings or opinions of the Comptroller or review team.

- Students do not respect authority figures.
- The school restroom facilities are absolutely filthy.
- The morale of teachers is poor. Teachers do not get proper support from school.
- Several teachers never know what position they will be filling from year to year or semester to semester.
- KISD has a very unfriendly absentee notice. My son missed school eight separate days.
- Kopperl has a wonderful Pre-K teacher. Pre-K should be available to every child and not based on income.
- There are several high qualified, good teachers at Kopperl, but being a small rural school, it's hard to get a good selection of applicants.
- It seems that confidential items are not kept quiet from some administrative offices.
- The school is cleaned daily but bathroom stall areas aren't cleaned well and when sickness is going around, water fountains and door knobs should be sanitized better.
- PE time needs to be more structured and not free for all. As many as 4-5 student "aides" are allowed with younger children and it causes problems. Theft in the school among junior and high school students is not dealt with properly.
- Administrators do not follow through in checking addresses of students. There are students who use family members addresses and/or P.O. boxes and nothing is done about it. There has even been a couple of instances this year where a teacher reported it to admin and nothing was done.
- Underaged/non-licensed drivers drive to school.
- There is no designated student parking on school property where vehicles can be checked.
- In elementary, the classroom teachers are responsible for the gifted/talented students. That's hard when there's a lot of students. Overall, I like KISD. It may not seem like it with my petty complaints, but I really like the small school. Out of my daughters' five teachers, three of them are wonderful and the other two were okay.
- I do not understand why a certified teacher sits in the ISS room when an aide could fulfill that duty or why janitors and maintenance men would be allowed to teach sports instead of coaches doing that job. I feel there is too much "good ole boy"

politics that go on at KISD. Students are made to sit for a class period of "study skills" where they are not taught but do talk/visit. Too much emphasis is placed on sports rather than academics.

- Kopperl High School and Elementary School has come a long way in a short time. Kopperl sends a lot of kids to college and trade schools of all sizes. We feel very good about where we are and where we are headed.
- In the past two years, the superintendent has been able to get the district out of a financial mess. He has led the district from negative to a positive fund balance while maintaining AP classes and doing the construction of a football and baseball field. Last year, our test scores saw a great increase and programs are being implemented to continue student success. Most teachers are committed to a high quality education for the students at Kopperl.
- Five years ago, my son began attending Kopperl ISD. He previously had two years of full-time advanced curriculum classes at other schools. There were no such programs available at Kopperl. For the past three years, he has barely passed. Yes, there is a problem. There is tremendous teacher turnover. Many substitutes, some of whom are unqualified. My child asked a substitute a question about a math assignment and was told to figure it out on his own, while the substitute was busy balancing a personal checkbook during class time.
- I have heard about a teacher being fired from the school because of politics. The school and parents and children need to work together and not have parents who are on the board to have control of such things. The teacher was a good one and still is even though no longer allowed to teach at Kopperl ISD.
- I am very happy with the Kopperl ISD. My children feel safe while attending school and I feel they have received a good education. Kopperl is a small school so it may not offer as many electives as some large schools but it makes up for that with more personal attention.
- A major problem for this district is the inconsistency in materials taught upon grade level advancement.
- I think that KISD is a fine school with very competent teachers. My son started school here and I very much like the environment at KISD.
- Kopperl ISD is one of the few remaining small school districts that still strives for a quality education for all students and cares for each student on an individual basis.
- Like any other school, Kopperl ISD has teachers who care and some that are there only for the paycheck. Being a small school with limited options and budgets, it will always be hard to get reliable great teachers and keep them.

- Maintenance this year is better than it has been in the past. The cleaning still needs work. The noise level in the cafeteria is like a mini riot. Add to this is a supervisor that screams at the kids or her workers and teachers who just sit there because it's their 30-minute duty-free time you have chaos. The meals are adequate as far as what you need to make a legal meal but they usually aren't visually appetizing or something the kids want to eat. It has always been my thoughts that if you serve what the kids like and want they will eat and then your cafeteria will make money.
- I feel we need to help the dyslexia students as much as possible.
- For the most part, I am satisfied with the Kopperl ISD. Yet, I feel there is always room for improvement. I think it is sad that teachers can have documented complaints against them and their contract is renewed. Sometimes, the board members do not know there were complaints until after they have approved the contracts.
- I think the elementary age children do not have consistent computer education classes.
- My children need tutoring. This school does not offer much help when needed.
- Discipline is inconsistent and often inadequate. The school board is very unresponsive to parents and taxpayers. This is a small district and people for the board positions are limited. Favoritism is rampant. The superintendent is a good money manager as far as we can tell. We have some great teachers here, but a few "bad apples" threaten to ruin the barrel. Parents have little recourse if a teacher is not doing his job properly. Special education and dyslexia programs are abysmal.
- The school is putting in a park but doesn't have enough books for students.
- My child has had her records lost twice. He had to be tested for the third time this year.
- Students are not expected to be overachievers and they live up to these expectations. Teachers are not teaching in certified fields or given adequate supplies. School board members are often close friends with no difference of opinions. Often, decisions are made to please friends without regard to general public. Teachers' opinions and requests are often ignored.
- Some classes are behind in teaching methods. Some schools are more advanced at education level than Kopperl ISD. They need more updated programs to teach children. Some students are behind because of it. Kopperl ISD needs more updated courses and teachers to help teach children. There is not enough funding in this school and it needs help. There is also a lot of stealing of children's items and other items such as money taken from offices. I believe it's due to no security in the school like it should be. The school is left open after school hours and anyone can just walk in and walk

out with whatever they want. My child's radio and CDs were stolen out of their locker.

- In the last five years, our school has made great strides. It's not perfect but it continues to improve.
- The school has been known to employ a person with a felony record. The cheerleading coach rarely communicates directly with parents and just passes all information to the students. I strongly recommend financial reports should be provided regularly to the parents as PTO financial records are kept. The structure of the school system does not promote excellence. There is too much distribution or decentralization of functions causing redundancies of bureaucracies diluting funds towards education. Internet is not being used anywhere to capacity in communication of budgets and issues nor centralizing of functions. Systems should be moved to a paperless operation all the way down to the classroom. With such statistics, it could be monitored at a state or federal level.
- Initiate databases for students so progress may be tracked from beginning to end of public school at a state or federal level.
- Provide standardized testing that automatically updates databases and sends alerts to parents. Suggestions for remedial actions should be automated.
- Centralize and remove as much decision power from teachers and administration. This would move the system more toward self-paced and not hold back children (system is hindering advancement).
- In many instances, it would be cheaper to correct problems by purchasing computers for children and tie into corrective courses online.
- Our superintendent is not accessible. He thinks he is above everyone and is not approachable. He never remembers who you are when you speak to him and he acts like you're bothering him. Also, I don't like the bus driver teaching my son a class he is getting a grade in. Instead of hiring a much needed teacher, they have the bus driver fill the position, which is totally unacceptable. Now the bus driver has been hired to be the superintendent's personal secretary.
- KISD is in bad need of some state funding.
- The educational performance at Kopperl ISD is excellent. The teachers, administration, support staff and school board are all very dedicated to the highest of standards for the students and the community.
- The district has real problems. Some of the teachers are great and a few are a disgrace to the profession. The board is very non-responsive to parents and taxpayers.
- I think that Kopperl ISD is a great school because the classes are small and the students and teachers can work on a one-on-one

basis on a problem. Also, the school staff are understanding when a student has a lot of problems and they try to help.

- The students have too much freedom to leave the classroom during class. Also, very few teachers and disciplinarians enforce the rules in the handbook. Students rule the school instead of the school ruling the students.
- The superintendent has made some positive changes to the district during his last two years.
- The superintendent is totally lacking in people skills and it shows when dealing with staff, teachers, students and the public.
- Computer and equipment upgrades are needed. Spanish programs for elementary should be offered.
- Teachers are not given the opportunity to provide input or ideas regarding programs and materials.
- The board is interested only in what their child is into. They say they want high standards, but they seem more interested in athletics. The board gets involved with decisions that they don't have business with. They think their limited knowledge about the process of learning is greater than the staff.
- I believe the students receive a great education at Kopperl ISD. However, the discipline is little or none for a majority for the student body. There should be an equal across-the-board enforcement of all the rules.

Appendix C

DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS

Demographic Data/Survey Questions
Verbatim

Kopperl Independent School District Management and Performance Review
(n=10)

Demographic Data

**Totals may not add to 100 percent due to rounding.*

1.	Gender (Optional)	Male	Female			
		25.0%	75.0%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other
		88.9%	0%	0%	0%	11.1%
3.	How long have you been employed by Kopperl ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years
		40.0%	30.0%	10.0%	20.0%	0%
4.	Are you a (n):	a. administrator	b. clerical staffer	c. support staffer		
		11.1%	22.0%	66.7%		
5.	How long have you been employed in this capacity by Kopperl ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years
		40.0%	40.0%	10.0%	10.0%	0%

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.	50.0%	40.0%	10.0%	0%	0%

2.	School board members listen to the opinions and desires of others.	50.0%	10.0%	10.0%	20.0%	10.0%
3.	The superintendent is a respected and effective instructional leader.	50.0%	0%	20.0%	10.0%	20.0%
4.	The superintendent is a respected and effective business manager.	50.0%	10.0%	10.0%	10.0%	20.0%
5.	Central administration is efficient.	55.6%	11.1%	22.2%	0%	11.1%
6.	Central administration supports the educational process.	66.7%	0%	22.2%	0%	11.1%
7.	The morale of central administration staff is good.	55.6%	22.2%	11.1%	0%	11.1%

B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
8.	Education is the main priority in our school district.	44.4%	55.6%	0%	0%	0%
9.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	40.0%	30.0%	20.0%	0%	10.0%
10.	The needs of the college-bound student are being met.	40.0%	30.0%	30.0%	0%	0%
11.	The needs of the work-bound student are being met.	40.0%	30.0%	20.0%	0%	10.0%
12.	The district has effective educational programs for the following:					
	a. Reading	10.0%	60.0%	10.0%	10.0%	10.0%

	b. Writing	0%	80.0%	10.0%	10.0%	0%
	c. Mathematics	0%	70.0%	10.0%	20.0%	0%
	d. Science	10.0%	60.0%	10.0%	20.0%	0%
	e. English or Language Arts	10.0%	80.0%	10.0%	0%	0%
	f. Computer Instruction	10.0%	70.0%	10.0%	10.0%	0%
	g. Social Studies (history or geography)	10.0%	60.0%	10.0%	20.0%	0%
	h. Fine Arts	10.0%	70.0%	10.0%	0%	10.0%
	i. Physical Education	0%	70.0%	10.0%	20.0%	0%
	j. Business Education	10.0%	60.0%	20.0%	10.0%	0%
	k. Vocational (Career and Technology) Education	10.0%	60.0%	30.0%	0%	0%
	l. Foreign Language	10.0%	70.0%	20.0%	0%	0%
13.	The district has effective special programs for the following:					
	a. Library Service	10.0%	70.0%	0%	20.0%	0%
	b. Honors/Gifted and Talented Education	0%	20.0%	30.0%	50.0%	0%
	c. Special Education	10.0%	70.0%	10.0%	10.0%	0%
	d. Head Start and Even Start programs	0%	50.0%	50.0%	0%	0%
	e. Dyslexia program	0%	30.0%	30.0%	20.0%	20.0%
	f. Student mentoring program	0%	10.0%	40.0%	40.0%	10.0%
	g. Advanced placement program	10.0%	50.0%	30.0%	10.0%	0%
	h. Literacy program	10.0%	40.0%	20.0%	30.0%	0%
	i. Programs for students at risk of dropping out of school	10.0%	20.0%	10.0%	40.0%	20.0%
	j. Summer school programs	20.0%	80.0%	0%	0%	0%

	k. Alternative education programs	20.0%	50.0%	20.0%	10.0%	0%
	l. "English as a second language " program	10.0%	60.0%	30.0%	0%	0%
	m. Career counseling program	30.0%	50.0%	0%	10.0%	10.0%
	n. College counseling program	40.0%	50.0%	0%	10.0%	0%
	o. Counseling the parents of students	30.0%	50.0%	10.0%	10.0%	0%
	p. Drop out prevention program	10.0%	50.0%	10.0%	20.0%	10.0%
14.	Parents are immediately notified if a child is absent from school.	20.0%	20.0%	40.0%	10.0%	10.0%
15.	Teacher turnover is low.	10.0%	50.0%	10.0%	20.0%	10.0%
16.	Highly qualified teachers fill job openings.	10.0%	50.0%	0%	30.0%	10.0%
17.	Teacher openings are filled quickly.	20.0%	50.0%	20.0%	0%	10.0%
18.	Teachers are rewarded for superior performance.	0%	10.0%	20.0%	50.0%	20.0%
19.	Teachers are counseled about less than satisfactory performance.	11.1%	33.3%	22.2%	22.2%	11.1%
20.	All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	40.0%	50.0%	10.0%	0%	0%
21.	The student-to-teacher ratio is reasonable.	30.0%	50.0%	10.0%	10.0%	0%
22.	Students have access, when needed, to a school nurse.	60.0%	40.0%	0%	0%	0%
23.	Classrooms are seldom left unattended.	30.0%	40.0%	20.0%	10.0%	0%

C. Personnel Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
24.	District salaries are competitive with similar positions in the job market.	0%	30.0%	20.0%	40.0%	10.0%
25.	The district has a good and timely program for orienting new employees.	20.0%	30.0%	20.0%	30.0%	0%
26.	Temporary workers are rarely used.	20.0%	20.0%	0%	30.0%	30.0%
27.	The district successfully projects future staffing needs.	20.0%	10.0%	50.0%	20.0%	0%
28.	The district has an effective employee recruitment program.	20.0%	10.0%	40.0%	20.0%	10.0%
29.	The district operates an effective staff development program.	20.0%	40.0%	20.0%	20.0%	0%
30.	District employees receive annual personnel evaluations.	40.0%	50.0%	10.0%	0%	0%
31.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	10.0%	0%	20.0%	50.0%	20.0%
32.	Employees who perform below the standard of expectation are counseled appropriately and timely.	30.0%	10.0%	20.0%	20.0%	20.0%
33.	The district has a fair and timely grievance process.	30.0%	50.0%	10.0%	0%	10.0%
34.	The district's health insurance package meets my needs.	30.0%	20.0%	20.0%	20.0%	10.0%

D. Community Involvement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
35.	The district regularly communicates with parents.	30.0%	50.0%	0%	20.0%	0%
36.	The local television and radio stations regularly report school news and menus.	10.0%	30.0%	30.0%	30.0%	0%
37.	Schools have plenty of volunteers to help student and school programs.	20.0%	40.0%	10.0%	10.0%	20.0%
38.	District facilities are open for community use.	30.0%	50.0%	10.0%	0%	10.0%

E. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
39.	Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	30.0%	50.0%	10.0%	10.0%	0%
40.	The architect and construction managers are selected objectively and impersonally.	20.0%	40.0%	20.0%	20.0%	0%
41.	Schools are clean.	20.0%	60.0%	0%	20.0%	0%
42.	Buildings are properly maintained in a timely manner.	20.0%	60.0%	0%	20.0%	0%
43.	Repairs are made in a timely manner.	20.0%	60.0%	10.0%	10.0%	0%
44.	Emergency maintenance is handled promptly.	30.0%	70.0%	0%	0%	0%

F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
45.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	30.0%	30.0%	30.0%	10.0%	0%
46.	Campus administrators are well trained in fiscal management techniques.	20.0%	40.0%	30.0%	10.0%	0%
47.	The district's financial reports are easy to understand and read.	20.0%	40.0%	20.0%	20.0%	0%
48.	Financial reports are made available to community members when asked.	30.0%	30.0%	30.0%	10.0%	0%

G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
49.	Purchasing gets me what I need when I need it.	30.0%	30.0%	20.0%	20.0%	0%
50.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	30.0%	40.0%	20.0%	10.0%	0%
51.	Purchasing processes are not cumbersome for the requestor.	30.0%	40.0%	20.0%	10.0%	0%
52.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	20.0%	20.0%	10.0%	50.0%	0%
53.	Students are issued textbooks in a timely manner.	40.0%	40.0%	0%	20.0%	0%
54.	Textbooks are in good shape.	30.0%	50.0%	0%	20.0%	0%

55.	The school library meets student needs for books and other resources for students.	40.0%	40.0%	0%	20.0%	0%
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H. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
56.	Gangs are not a problem in this district.	80.0%	20.0%	0%	0%	0%
57.	Drugs are not a problem in this district.	30.0%	40.0%	10.0%	20.0%	0%
58.	Vandalism is not a problem in this district.	20.0%	30.0%	10.0%	20.0%	20.0%
59.	Security personnel have a good working relationship with principals and teachers.	20.0%	20.0%	60.0%	0%	0%
60.	Security personnel are respected and liked by the students they serve.	20.0%	10.0%	70.0%	0%	0%
61.	A good working arrangement exists between the local law enforcement and the district.	30.0%	50.0%	0%	20.0%	0%
62.	Students receive fair and equitable discipline for misconduct.	40.0%	20.0%	10.0%	30.0%	0%

I. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
63.	Students regularly use computers.	50.0%	50.0%	0%	0%	0%
64.	Students have regular access to computer equipment and software in	40.0%	60.0%	0%	0%	0%

	the classroom.					
65.	Teachers know how to use computers in the classroom.	40.0%	40.0%	20.0%	0%	0%
66.	Computers are new enough to be useful for student instruction.	40.0%	40.0%	0%	20.0%	0%
67.	The district meets student needs in computer fundamentals.	30.0%	50.0%	20.0%	0%	0%
68.	The district meets students' needs in advanced computer skills.	30.0%	50.0%	20.0%	0%	0%
69.	Teachers and students have easy access to the Internet.	50.0%	50.0%	0%	0%	0%

Appendix C

DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS

Verbatim: District Administrative

The following comments are actual narratives from survey respondents. These comments do not necessarily reflect the findings or opinions of the Comptroller or review team.

- I could not ask for a better place to work or for a better school for my kids to attend. We are a small rural school, but it has so many advantages. It's just like the government to want to come in and criticize our small school without really understanding or knowing how important this school is to our community and the kids.
- Kopperl ISD has a wonderful teaching staff and a great principal. The superintendent could care less about the staff or their kids. He spends money where it doesn't need to be spent. He has cut the teacher's budget so much; they don't have the funds to buy classroom supplies. He is not well liked by the staff, the student body or the community. This area really needs help.
- The superintendent is insensitive and is only concerned with his career.
- As with so many public schools today, there is so much concern for the at-risk student. Good students with caring parents will have a viable future in our society but the at-risk student will struggle for a meaningful life. KISD has so many people who do care and who are attempting to make a difference in these children's life. The victories come with a lot of dedication and unselfish involvement in the classroom and on the athletic field. People here serve a vested purpose in our youth of tomorrow.
- Athletics is the main issue at KISD. It seems like everything focuses around the new ball field. I am proud that we have it, but I think academics are more important.

Appendix D

TEACHER SURVEY RESULTS

Demographic Data/Survey Questions
Verbatim

*Kopperl Independent School District Management and Performance
Review
(n=9)*

Demographic Data

**Totals may not add to 100 percent due to rounding.*

1. Gender (Optional)	Male	Female				
		11.1%	88.9%			
2. Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	
		88.9%	0%	11.1%	0%	0%
3. How long have you been employed by Kopperl ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	
		66.7%	22.2%	0%	0%	11.1%
4. What grade(s) do you teach this year?	Pre-Kindergarten	Kindergarten	First	Second	Third	
		14.3%	14.3%	28.6%	28.6%	42.9%
	Fourth	Fifth	Sixth	Seventh	Eighth	
		28.6%	42.9%	42.9%	14.3%	28.6%
	Ninth	Tenth	Eleventh	Twelfth		
		28.6%	42.9%	42.9%	57.1%	

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The school board allows sufficient time for public	44.4%	55.6%	0%	0%	0%

	input at meetings.					
2.	School board members listen to the opinions and desires of others.	33.3%	55.6%	0%	11.1%	0%
3.	School board members work well with the superintendent.	44.4%	11.1%	44.4%	0%	0%
4.	The school board has a good image in the community.	33.3%	33.3%	22.2%	11.1%	0%
5.	The superintendent is a respected and effective instructional leader.	22.2%	33.3%	11.1%	22.2%	11.1%
6.	The superintendent is a respected and effective business manager.	33.3%	44.4%	11.1%	0%	11.1%
7.	Central administration is efficient.	22.2%	66.7%	11.1%	0%	0%
8.	Central administration supports the educational process.	22.2%	55.6%	22.2%	0%	0%
9.	The morale of central administration staff is good.	11.1%	66.7%	22.2%	0%	0%

B. Educational Service Delivery and Performance Measurement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
10.	Education is the main priority in our school district.	11.1%	77.8%	0%	11.1%	0%
11.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	44.4%	44.4%	0%	0%	11.1%
12.	The needs of the college-bound student are being met.	11.1%	66.7%	22.2%	0%	0%

13.	The needs of the work-bound student are being met.	11.1%	55.6%	22.2%	11.1%	0%
14.	The district provides curriculum guides for all grades and subjects.	0%	66.7%	22.2%	11.1%	0%
15.	The curriculum guides are appropriately aligned and coordinated.	0%	66.7%	22.2%	11.1%	0%
16.	The district's curriculum guides clearly outline what to teach and how to teach it.	0%	55.6%	22.2%	22.2%	0%
17.	The district has effective educational programs for the following:					
	a. Reading	11.1%	88.9%	0%	0%	0%
	b. Writing	0%	88.9%	0%	11.1%	0%
	c. Mathematics	11.1%	77.8%	0%	11.1%	0%
	d. Science	22.2%	55.6%	11.1%	11.1%	0%
	e. English or Language Arts	11.1%	88.9%	0%	0%	0%
	f. Computer Instruction	25.0%	37.5%	12.5%	25.0%	0%
	g. Social Studies (history or geography)	11.1%	77.8%	11.1%	0%	0%
	h. Fine Arts	11.1%	55.6%	11.1%	11.1%	11.1%
	i. Physical Education	0%	88.9%	11.1%	0%	0%
	j. Business Education	0%	44.4%	44.4%	11.1%	0%
	k. Vocational (Career and Technology) Education	11.1%	33.3%	44.4%	11.1%	0%
	l. Foreign Language	11.1%	55.6%	33.3%	0%	0%
18.	The district has effective special programs for the following:					
	a. Library Service	11.1%	44.4%	11.1%	33.3%	0%

	b. Honors/Gifted and Talented Education	0%	55.6%	22.2%	22.2%	0%
	c. Special Education	11.1%	66.7%	0%	22.2%	0%
	d. Head Start and Even Start programs	0%	44.4%	44.4%	11.1%	0%
	e. Dyslexia program	0%	33.3%	33.3%	33.3%	0%
	f. Student mentoring program	0%	22.2%	44.4%	33.3%	0%
	g. Advanced placement program	22.2%	44.4%	33.3%	0%	0%
	h. Literacy program	11.1%	44.4%	33.3%	11.1%	0%
	i. Programs for students at risk of dropping out of school	11.1%	44.4%	33.3%	11.1%	0%
	j. Summer school programs	11.1%	88.9%	0%	0%	0%
	k. Alternative education programs	11.1%	33.3%	44.4%	11.1%	0%
	l. "English as a second language" program	11.1%	55.6%	22.2%	11.1%	0%
	m. Career counseling program	11.1%	44.4%	33.3%	11.1%	0%
	n. College counseling program	11.1%	55.6%	33.3%	0%	0%
	o. Counseling the parents of students	11.1%	55.6%	11.1%	22.2%	0%
	p. Drop out prevention program	11.1%	22.2%	55.6%	11.1%	0%
19.	Parents are immediately notified if a child is absent from school.	0%	11.1%	33.3%	55.6%	0%
20.	Teacher turnover is low.	0%	44.4%	33.3%	11.1%	11.1%
21.	Highly qualified teachers fill job openings.	22.2%	33.3%	11.1%	22.2%	11.1%
22.	Teacher openings are filled quickly.	11.1%	33.3%	33.3%	22.2%	0%

23.	Teachers are rewarded for superior performance.	0%	22.2%	33.3%	33.3%	11.1%
24.	Teachers are counseled about less than satisfactory performance.	0%	50.0%	25.0%	12.5%	12.5%
25.	Teachers are knowledgeable in the subject areas they teach.	22.2%	44.4%	0%	33.3%	0%
26.	All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	11.1%	44.4%	0%	44.4%	0%
27.	The student-to-teacher ratio is reasonable.	22.2%	55.6%	0%	22.2%	0%
28.	Classrooms are seldom left unattended.	22.2%	77.8%	0%	0%	0%

C. Personnel Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
29.	District salaries are competitive with similar positions in the job market.	22.2%	44.4%	22.2%	11.1%	0%
30.	The district has a good and timely program for orienting new employees.	0%	44.4%	22.2%	33.3%	0%
31.	Temporary workers are rarely used.	0%	33.3%	22.2%	33.3%	11.1%
32.	The district successfully projects future staffing needs.	22.2%	22.2%	33.3%	22.2%	0%
33.	The district has an effective employee recruitment program.	11.1%	22.2%	44.4%	22.2%	0%
34.	The district operates an	11.1%	44.4%	22.2%	22.2%	0%

	effective staff development program.					
35.	District employees receive annual personnel evaluations.	22.2%	77.8%	0%	0%	0%
36.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0%	0%	44.4%	44.4%	11.1%
37.	Employees who perform below the standard of expectation are counseled appropriately and timely.	0%	33.3%	33.3%	22.2%	11.1%
38.	The district has a fair and timely grievance process.	11.1%	55.6%	33.3%	0%	0%
39.	The district's health insurance package meets my needs.	22.2%	33.3%	11.1%	22.2%	11.1%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
40.	The district regularly communicates with parents.	22.2%	55.6%	0%	22.2%	0%
41.	The local television and radio stations regularly report school news and menus.	11.1%	11.1%	44.4%	22.2%	11.1%
42.	Schools have plenty of volunteers to help student and school programs.	0%	66.7%	0%	22.2%	11.1%
43.	District facilities are open for community use.	22.2%	55.6%	22.2%	0%	0%

E. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
44.	The district plans facilities far enough in the future to support enrollment growth.	22.2%	22.2%	11.1%	22.2%	22.2%
45.	Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	11.1%	11.1%	66.7%	11.1%	0%
46.	The architect and construction managers are selected objectively and impersonally.	0%	33.3%	55.6%	11.1%	0%
47.	The quality of new construction is excellent.	0%	33.3%	33.3%	11.1%	22.2%
48.	Schools are clean.	11.1%	33.3%	0%	55.6%	0%
49.	Buildings are properly maintained in a timely manner.	11.1%	44.4%	0%	44.4%	0%
50.	Repairs are made in a timely manner.	11.1%	66.7%	0%	22.2%	0%
51.	Emergency maintenance is handled promptly.	11.1%	77.8%	0%	11.1%	0%

F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
52.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	11.1%	77.8%	11.1%	0%	0%
53.	Campus administrators are well trained in fiscal management techniques.	11.1%	66.7%	11.1%	11.1%	0%
54.	Financial resources are allocated fairly and equitably at my school.	33.3%	55.6%	0%	11.1%	0%

G. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
55.	Purchasing gets me what I need when I need it.	22.2%	55.6%	0%	11.1%	11.1%
56.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	11.1%	55.6%	11.1%	11.1%	11.1%
57.	Purchasing processes are not cumbersome for the requestor.	33.3%	55.6%	0%	0%	11.1%
58.	Vendors are selected competitively.	11.1%	33.3%	44.4%	0%	11.1%
59.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	11.1%	33.3%	22.2%	11.1%	22.2%
60.	Students are issued textbooks in a timely manner.	33.3%	55.6%	11.1%	0%	0%
61.	Textbooks are in good shape.	22.2%	55.6%	11.1%	11.1%	0%
62.	The school library meets students needs for books and other resources.	11.1%	55.6%	0%	33.3%	0%

H. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
63.	The cafeteria's food looks and tastes good.	0%	55.6%	22.2%	11.1%	11.1%
64.	Food is served warm.	0%	66.7%	22.2%	0%	11.1%
65.	Students eat lunch at the appropriate time of day.	22.2%	66.7%	0%	11.1%	0%
66.	Students wait in food lines	11.1%	66.7%	11.1%	11.1%	0%

	no longer than 10 minutes					
67.	Discipline and order are maintained in the school cafeteria.	11.1%	55.6%	11.1%	11.1%	11.1%
68.	Cafeteria staff is helpful and friendly.	11.1%	77.8%	0%	0%	11.1%
69.	Cafeteria facilities are sanitary and neat.	11.1%	66.7%	0%	11.1%	11.1%

I. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
70.	School disturbances are infrequent.	22.2%	33.3%	11.1%	22.2%	11.1%
71.	Gangs are not a problem in this district.	44.4%	55.6%	0%	0%	0%
72.	Drugs are not a problem in this district.	11.1%	44.4%	22.2%	22.2%	0%
73.	Vandalism is not a problem in this district.	11.1%	0%	11.1%	66.7%	11.1%
74.	Security personnel have a good working relationship with principals and teachers.	12.5%	0%	75.0%	12.5%	0%
75.	Security personnel are respected and liked by the students they serve.	12.5%	0%	75.0%	12.5%	0%
76.	A good working arrangement exists between the local law enforcement and the district.	11.1%	44.4%	33.3%	11.1%	0%
77.	Students receive fair and equitable discipline for misconduct.	22.2%	33.3%	0%	33.3%	11.1%
78.	Safety hazards do not exist on school grounds.	11.1%	55.6%	0%	22.2%	11.1%

J. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
79.	Students regularly use computers.	11.1%	66.7%	0%	22.2%	0%
80.	Students have regular access to computer equipment and software in the classroom.	22.2%	66.7%	0%	11.1%	0%
81.	Teachers know how to use computers in the classroom.	11.1%	66.7%	11.1%	11.1%	0%
82.	Computers are new enough to be useful for student instruction.	11.1%	33.3%	11.1%	33.3%	11.1%
83.	The district meets students needs in classes in computer fundamentals.	22.2%	33.3%	11.1%	33.3%	0%
84.	The district meets student needs in classes in advanced computer skills.	37.5%	37.5%	12.5%	12.5%	0%
85.	Teachers and students have easy access to the Internet.	33.3%	66.7%	0%	0%	0%

Verbatim: Teachers

The following comments are actual narratives from survey respondents. These comments do not necessarily reflect the findings or opinions of the Comptroller or review team.

- In the several years I have been employed in Kopperl ISD, I think great educational strides have been made. Internal conflicts have been a problem recently, but I am in hopes that things are settling down. I believe educational opinions are important, but we need to use these opinions in a positive way for the betterment of our small schools.
- The TIF grant is what has helped our district keep up-to-date computer equipment in our school. Without this grant money, the district will not be able to keep the technology up-to-date. This will, in the long run, hinder our students' ability to be prepared for the job market and/or college life.
- Special Education students do not receive the services they need.
- Books are not put back on the shelf quickly.
- The secretary is constantly interrupting with announcements of little significance.
- The building repairs are so much better this year. The maintenance man is great. On room cleanliness, it could be improved.
- More classroom space is needed.
- The school needs renovations and better parking facilities. Computers need to be replaced. The library is poor.
- For a small district that does not pay well, we have an excellent staff.

Appendix E

STUDENT SURVEY RESULTS

Demographic Data/Survey Questions
Verbatim

*Kopperl Independent School District Management and Performance
Review
(n=11)*

Demographic Data

**Totals may not add to 100 percent due to rounding.*

1. Gender (Optional)	Male	Female				
		36.4%	63.6%			
2. Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	
		81.8%	0%	0%	0%	18.2%
3. What is your classification?	Junior	Senior				
		0%	100%			

A. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The needs of the college-bound student are being met.	30.0%	60.0%	10.0%	0%	0%
2.	The needs of the work-bound student are being met.	20.0%	40.0%	30.0%	10.0%	0%
3.	The district has effective educational programs for the following:					
	a. Reading	27.3%	27.3%	27.3%	18.2%	0%
	b. Writing	30.0%	20.0%	20.0%	30.0%	0%
	c. Mathematics	18.2%	72.7%	9.1%	0%	0%

	d. Science	54.5%	45.5%	0%	0%	0%
	e. English or Language Arts	36.4%	63.6%	0%	0%	0%
	f. Computer Instruction	72.7%	18.2%	0%	9.1%	0%
	g. Social Studies (history or geography)	27.3%	45.5%	18.2%	9.1%	0%
	h. Fine Arts	36.4%	36.4%	18.2%	0%	9.1%
	i. Physical Education	72.7%	9.1%	0%	9.1%	9.1%
	j. Business Education	18.2%	9.1%	36.4%	27.3%	9.1%
	k. Vocational (Career and Technology) Education	18.2%	18.2%	36.4%	18.2%	9.1%
	l. Foreign Language	27.3%	27.3%	27.3%	18.2%	0%
4.	The district has effective special programs for the following:					
	a. Library Service	18.2%	45.5%	18.2%	18.2%	0%
	b. Honors/Gifted and Talented Education	27.3%	36.4%	9.1%	9.1%	18.2%
	c. Special Education	54.5%	18.2%	27.3%	0%	0%
	d. Student mentoring program	0%	9.1%	45.5%	36.4%	9.1%
	e. Advanced placement program	36.4%	36.4%	9.1%	9.1%	9.1%
	f. Career counseling program	27.3%	9.1%	36.4%	18.2%	9.1%
	g. College counseling program	45.5%	18.2%	27.3%	9.1%	0%
5.	Students have access, when needed, to a school nurse.	54.5%	18.2%	0%	18.2%	9.1%
6.	Classrooms are seldom left unattended.	45.5%	36.4%	9.1%	9.1%	0%
7.	The district provides a high quality education.	18.2%	72.7%	0%	9.1%	0%
8.	The district has high quality of teachers.	36.4%	36.4%	9.1%	9.1%	9.1%

B. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
9.	Schools are clean.	36.4%	45.5%	0%	18.2%	0%
10.	Buildings are properly maintained in a timely manner.	54.5%	45.5%	0%	0%	0%
11.	Repairs are made in a timely manner.	45.5%	18.2%	27.3%	9.1%	0%
12.	Emergency maintenance is handled timely.	36.4%	45.5%	9.1%	0%	9.1%

C. Purchasing and Warehousing

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
13.	There is enough textbooks in all my classes.	27.3%	27.3%	9.1%	27.3%	9.1%
14.	Students are issued textbooks in a timely manner.	45.5%	45.5%	0%	0%	9.1%
15.	Textbooks are in good shape.	9.1%	45.5%	18.2%	18.2%	9.1%
16.	The school library meets students needs for books and other resources.	36.4%	45.5%	9.1%	0%	9.1%

D. Food Services

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
17.	The school breakfast program is available to all children.	54.5%	45.5%	0%	0%	0%
18.	The cafeteria's food looks and tastes good.	0%	27.3%	0%	54.5%	18.2%
19.	Food is served warm.	18.2%	54.5%	18.2%	9.1%	0%

20.	Students have enough time to eat.	27.3%	36.4%	18.2%	18.2%	0%
21.	Students eat lunch at the appropriate time of day.	36.4%	45.5%	0%	18.2%	0%
22.	Students wait in food lines no longer than 10 minutes.	9.1%	18.2%	9.1%	54.5%	9.1%
23.	Discipline and order are maintained in the schools cafeteria.	27.3%	27.3%	18.2%	27.3%	0%
24.	Cafeteria staff is helpful and friendly.	18.2%	18.2%	18.2%	36.4%	9.1%
25.	Cafeteria facilities are sanitary and neat.	27.3%	54.5%	9.1%	9.1%	0%

E. Transportation

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
26.	I regularly ride the bus.	0%	9.1%	0%	27.3%	63.6%
27.	The bus driver maintains discipline on the bus.	0%	18.2%	63.6%	9.1%	9.1%
28.	The length of my bus ride is reasonable.	9.1%	27.3%	54.5%	9.1%	0%
29.	The drop-off zone at the school is safe.	36.4%	18.2%	27.3%	18.2%	0%
30.	The bus stop near my house is safe.	27.3%	36.4%	27.3%	9.1%	0%
31.	The bus stop is within walking distance from our home.	45.5%	18.2%	27.3%	9.1%	0%
32.	Buses arrive and depart on time.	9.1%	27.3%	36.4%	27.3%	0%
33.	Buses arrive early enough for students to eat breakfast at school.	45.5%	18.2%	27.3%	9.1%	0%
34.	Buses seldom break down.	9.1%	9.1%	45.5%	27.3%	9.1%
35.	Buses are clean.	0%	36.4%	36.4%	18.2%	9.1%

36.	Bus drivers allow students to sit down before taking off.	18.2%	18.2%	45.5%	18.2%	0%
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F. Safety and Security

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
37.	I feel safe and secure at school.	27.3%	54.5%	9.1%	9.1%	0%
38.	School disturbances are infrequent.	36.4%	27.3%	27.3%	9.1%	0%
39.	Gangs are not a problem in this district.	81.8%	18.2%	0%	0%	0%
40.	Drugs are not a problem in this district.	18.2%	45.5%	18.2%	18.2%	0%
41.	Vandalism is not a problem in this district.	0%	18.2%	9.1%	54.5%	18.2%
42.	Security personnel have a good working relationship with principals and teachers.	0%	27.3%	63.6%	9.1%	0%
43.	Security personnel are respected and liked by the students they serve.	9.1%	18.2%	63.6%	9.1%	0%
44.	A good working arrangement exists between the local law enforcement and the district.	9.1%	18.2%	18.2%	36.4%	18.2%
45.	Students receive fair and equitable discipline for misconduct.	27.3%	36.4%	27.3%	0%	9.1%
46.	Safety hazards do not exist on school grounds.	18.2%	45.5%	9.1%	9.1%	18.2%

G. Computers and Technology

Survey	Strongly	Agree	No	Disagree	Strongly
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Questions		Agree		Opinion		Disagree
47.	Students have regular access to computer equipment and software in the classroom.	54.5%	36.4%	0%	9.1%	0%
48.	Teachers know how to use computers in the classroom.	45.5%	27.3%	27.3%	0%	0%
49.	Computers are new enough to be useful for student instruction.	63.6%	36.4%	0%	0%	0%
50.	The district offers enough classes in computer fundamentals.	63.6%	36.4%	0%	0%	0%
51.	The district meets student needs in advanced computer skills.	36.4%	45.5%	18.2%	0%	0%
52.	Teachers and students have easy access to the Internet.	54.5%	45.5%	0%	0%	0%

Verbatim: Students

The following comments are actual narratives from survey respondents. These comments do not necessarily reflect the findings or opinions of the Comptroller or review team.

- New textbooks are needed.
- The teachers do a great job at Kopperl ISD. However, they do not have certain equipment that would be useful to them.
- Kopperl ISD is a great school.
- Teachers that actually care about their jobs should be hired.
- The lunchroom could use some improvement including the meals. There is a real need for an auditorium. Also, new lockers are needed that shut and open when needed.
- There is too much emphasis on physical education and not enough on education.
- Considering the size of Kopperl, I believe it has an excellent education performance. Much of the reason, in fact, that the school provides a good education is because of its size. Coming from a large school district, I have seen first hand how little personal attention a student can receive. Kopperl ISD provides ample resources to receive a quality education. I think that the success of the student lies solely on how hard the student wants to work in any situation or school district.
- The educational performance is good but I think that UIL is over emphasized.

I think our educational programs are improving greatly. We are getting more teachers that stay for longer periods of time, like the Math, Science, English and History. Our school is clean but could use some adjustments. I have enjoyed this school and I like the fact that it is so small.